PG PS S2-01 (DSC)

TWO YEAR MARSTER'S DEGREE COURSE

(CBCS in Accordance with NEP 2020)

SEMESTER - II

PUBLIC ADMINISTRATION: CONCEPTS AND THEORIES

POLITICAL SCIENCE

Surya Kumar Bhuyan School of Social Sciences

KRISHNA KANTA HANDIQUI STATE OPEN UNIVERSITY

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January, 2024

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Printed and published by Registrar on behalf of the Krishna Kanta Handiqui State Open University.

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The University acknowledges with thanks the financial support provided by the **Distance Education Bureau, UGC**, for the preparation of this study material.

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COURSE INTRODUCTION

The course titled “Public Administration: Concepts and Theories” is designed to help the learners to have an understanding of the basic conceptual and theoretical framework with regard to the discipline of public administration. Accordingly, the course begins with an explanation of the meaning, nature and scope of Public Administration. The course then seeks to trace the evolution of the discipline of public administration from the early period to the present. A new era in the field of Public Administration was heralded with the emergence of the concept of New Public Administration which is discussed in detail in the course. Another very important issue in the field of Public Administration is that of New Public Management for ensuring greater effectiveness in the delivery of public services. The course therefore introduces the learners to the said concept. A key area in the field of Public Administration is that of development administration. The concept focusses on evolving developmental programmes and policies suitable for developing and developed countries. The concept of development administration is therefore discussed in detail in the course. The course also discusses concept of organisation and some of the core principles of organisation such as heirarchy, span of control, etc. At the same time, the course discusses some important concepts in Public Administration including line and staff agencies, chief executive and public corporations as well as leadership. The course then goes on to discuss certain key theories in the realm of Public Administration including Scientific Management theory, Human Relations theory , Bureaucratic theory, Bureaucratic theory, Decision management and Ecological theory. An important concept in Public Administration is that of motivation.The course therefore deals with different dimensions relating to the concept of motivation. Finally, the course ends with the concept of civil service with regard to its meaning, nature, civil service neutrality and commitment and role of civil service in democracy.

While going through the units of the course, you will find that each unit is further divided into certain sections and sub-sections, wherever necessary, for your better understanding. You will notice some alongside boxes while going through a unit , which have been included to help you know some of the difficult, unseen terms. Again, each unit carries certain activities after every section. These “ACTIVITIES” will provide you the opportunity to practically apply your own thoughts based on the knowledge gained from reading the text in a particular section. Besides, in order to give you additional information on certain relevant topics, you will find a category called “LET US KNOW” after the sections in each unit. Another category that has been included at the end of each section of a particular unit is “CHECK YOUR PROGRESS”. The purpose of this category is to help you to asses for yourself as to

how thoroughly you have understood a particular section. It will be better if you answer the questions put in these boxes immediately after you go through the sections of the units and then match your answers with “ANSWERS TO CHECK YOUR PROGRESS” given at the end of each unit. Furthermore, a set of sample questions has been included under the category called “POSSIBLE questions” to give you a hint of the pattern of questions you are likely to get in the examination.

UNIT 1: PUBLIC ADMINISTRATION: NATURE AND SCOPE

UNIT STRUCTURE

1.1 Learning Objectives

1.2 Introduction

1.3 Meaning of Public Administration

1.4 Nature of Public Administration

1.5 Scope of Public Administration

1.6 Public Administration is a Science or Arts

1.7 Importance of Public Administration

1.7.1 Causes of Growing Importance of Public Administration

1.8 Public Administration and Private Administration

1.9 Let us Sum up

1.10 Further Reading

1.11 Answers to Check Your Progress

1.12 Possible Questions

1.1 LEARNING OBJECTIVES

After going through the unit, you will be able to:

- explain the meaning of public administration
- explain the nature of public administration
- evaluate whether public administration is a science or arts
- elaborate the importance of public administration
- discuss the scope of public administration.

1.2 INTRODUCTION

Public administration as an activity can be traced to the earliest period of human history. It had been in existence since the origin of the concept of state. There were instances of administration as found in ancient China, India and Egypt. Great Indian epics like the “Ramayana”, the “Mahabharata” and Kautilya’s Arthashastra contains instances of administration. However,

as an academic discipline, Public Administration emerged towards the later part of the 19th century and gained popularity as a social science in the 20th century in the USA. It is considered the youngest sister-subject of Political Science .With the expansion of the idea of egalitarianism and human welfare, public administration has come to play a significant role in the modern state. In the contemporary times, with the growth of the concepts of Development Administration and e-Governance, the scope of the subject of public administration has significantly increased in scope. Therefore, Public administration has been described as the heart of modern administration.

1.3 MEANING OF PUBLIC ADMINISTRATION

Before trying to understand the meaning of public administration, it is necessary to understand the meaning of "administration". "Administration", as E. N. Gladden says, "is a long and slightly pompous word, but it has a humble meaning, for it means, to care for or look after people, to manage affairs… is determined action taken in pursuit of a conscious purpose." The English word "administer" is derived from a combination of two Latin words "ad" and "ministiare" meaning "to serve or manage". Literally, the term "administration" means management of the affairs of public or private administration. Administration refers to mobilization of resources-human and material, to achieve a set of objectives. Felix A. Nigro stated that "administration" is the organization and use of men and materials to accomplish a purpose". Herbert A. Simon says "in its broadest sense, administration can be defined as the activities of groups cooperating to accomplish common goals". Thus, administration means a cooperative effort of a group of people in pursuit of a common objective. Administration is a universal process and occurs in diverse institutional settings.

Definitions:

Following are some of the definitions of administration: Public Administration is a part of the wider field of administration. Following are some of the popular definitions, which would help us to understand the real meaning of public administration:

1) In the words of Woodrow Wilson, ‘‘Public administration is detailed and systematic execution of public law’’.
2) Piffner defines, ‘‘Public administration is coordination of collective efforts to implement public policy’’.
3) According to Gladden, ‘‘Public administration is concerned with the administration of the government’’.
4) According to Luther Gullick, ‘‘Public administration is that part of the science of administration which has to do with government and thus concern itself primarily with the executive branch where the work of the government is done’’.

The above definitions explicitly indicate that the term public administration has been used in two distinct senses:

1) In the wider sense, it includes all the activities of the government whether in the sphere of the legislative, executive or judicial branch of the government.
2) In the narrow sense, public administration is concerned activities of the executive branch only.

1.4 NATURE OF PUBLIC ADMINISTRATION

Basically, there are two different views regarding the nature of public administration. They are: (a) Integral view and (b) Managerial view. Both these views may be discussed as follows:

1) Integral view: The integral view is also known as the subject matter view regarding the nature of public administration. According to this view, public administration is ‘‘sum total of all the activities undertaken in pursuit of and in fulfillment of public policy’’. The activities of integral view include not only managerial and technical but also manual and clerical. Thus, the activities of all persons from top to bottom constitute the integral view, although they are of varying significance in running the administrative machinery. Obviously, the integral view includes the activities of all the three organs of government, namely, the legislature, executive and judiciary.

Thinkers like L. D. White, Henry Fayol support this view regarding the nature of public administration. According to them public administration consists of all those operations having for their purpose the fulfillment or enforcement of public policy. This view covers a multitude of particular operations in many fields ranging from the delivery of a letter, the management of public land, the negotiation of treaty, the award of compensation to an injured workman, the removal of litter from a park to licensing the use of atomic energy, etc.

Similarly, Dimock holds the view that administration is concerned with the 'what' and 'how' of the government. The 'what' implies the subject matter of the technical knowledge of the field which enables the administration to perform its tasks. On the other hand, 'how' is the technique of management, the principles according to which cooperative programmes are carried out.

2) **Managerial view:** According to this view, the works of only those persons who are engaged in the performance of managerial functions in an organization constitute the administration. It is these persons who shoulder the responsibility of keeping the organization running most efficiently. Their job is to plan, programme and organize all the activities in an organization so as to achieve the desired ends. In its narrow sense, public administration is concerned with the executive branch of the government. Its study includes the organization, personnel practices and procedures essential to the functioning of the executive branch of the government. Public administration is, in fact the executive in action. We study in it the actual administration or the actual administrative machinery of the state. Luther Gullick advocated the narrow view and held that public administration embraces only the executive branch of the government. Subsequently, the narrow view of Gullick was supported by thinkers like Simon, Willoughby and Fayol.

Luther Gullick, Simon, Smithburg and Thompson and some others have advocated the managerial view of administration. Luther Gullick says, ''administration has to do with getting things done; with accomplishment of defined objectives''.

- **Differences between integral and managerial views:** The two views regarding the nature of public administration, namely, the integral and managerial views differ from each other in many ways. The major points of distinction that exist between them are as follows:

  1) According to Professor M. P. Sharma, the difference between the two views is fundamental. The integral view includes the activities of all the persons engaged in administration whereas the managerial view restricts itself only to the activities of the few persons at the top.
  2) The integral view depicts all types of activities from manual to managerial from non-technical to technical whereas the managerial view takes into account only the managerial activities in an organization.
  3) Furthermore, administration according to the integral view would differ from one sphere to another depending upon the subject matter, whereas that will not be the case according to the managerial point of view. Because the managerial view is identified with the managerial techniques common to all the fields of administration.
  4) The difference between the two views relates to the difference between management and operation or we may say between getting things done and doing things. The correct meaning of the term administration would however, depend upon the context in which it is used.

It is important to mention here that both views have their relative merits and demerits. They are not infallible. Public administration imbibes both the managerial as well as integral views with regard to its nature. Accordingly, a synthetic view regarding the nature of public administration has also emerged. This synthetic view has been supported by Dimock and Dimock and several others. They are of the opinion that public administration accomodates both managerial and integral views.



CHECK YOUR PROGRESS

Q.1: Mention the two views regarding the nature of public administration.

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Q.2: Mention any two differences between integral and managerial views.

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1.5 SCOPE OF PUBLIC ADMINISTRATION

There is no unanimous view regarding the scope of public administration. The divergent views explaining the scope of public administration are as follows:

- **POSDCoRB View:** Luther Gullick sums up the scope of public administration by the letters of the word POSDCoRB, Which means:

  P – Planning

  O – Organization

  S – Staffing

  D – Directing

  Co – Co-ordination

  R – Reporting

  B – Budgeting

  Planning means working out the broad outlines about the things to be done and the method to be adopted to accomplish the purpose.

  Organization, means the establishment of the formal structure of authority through which the work is sub divided, arranged, and coordinated.

  Staffing, means recruitment and training of the personnel and their condition of work.

  Directing, means making decisions and issuing orders and instructions.

  Co-ordinating, means inter-relating the work of various divisions, sections and other parts of organization.

  Reporting, means informing the agency to whom the executive is responsible about what is going on.

Budgeting, means fixed planning, control and accounting.

According to Gullick, the POSDCoRB activities are common to all organizations. They are the common problems of management which are found in the different agencies regardless of the peculiar nature of the work they do.

There are several thinkers who are of the opinion that the POSDCoRB view of the scope of public administration is not infallible and has some limitations. Some of them may be stated as follows:

Firstly, POSDCORB view overlooks the fact that different agencies are faced with different administrative problems, which are peculiar to the nature of the services they render and the functions they perform,

Secondly, it takes into consideration only the common techniques of administration and ignores the study of subject matter with which an agency is concerned. It is more technique oriented instead of subject-oriented.

Thirdly, another major defect is that the POSDCORB view does not contain any reference to the formulation and implementation of the policy.

Therefore, the scope of administration is defined very narrowly, being too inward looking and too conscious of the top management.

- **Pfiffner's view of the scope of Public Administration:** Pfiffner has also divided the scope of Public Administration into two major heads. They are:
  - Principles of Public Administration: In the first category, Pfiffner started that Public administration studies the problems like– organizations, management of personnel, methods and procedure, material and supply, public finance and administrative accountability.
  - Spheres of Public Administration: The second category includes the central and state governments, regional and local authorities and public corporation as Well. Pfiffner summed up, "Public administration includes the totality of government activity, encompassing exercise of enlightened variety and the technique of organization and management whereby order and social purpose are given to the effort of vast numbers".

- Walker's view of the scope of Public Administration: Regarding the scope of Public Administration, a more comprehensive detail has been presented by Walker dividing it into two main parts:
  - Administrative theory: It includes the study of structure, organization functions and methods of all types of Public Authority engaged in carrying out the administration at national, regional and local levels. Besides it studies problems connected with the external control of parliament and cabinet over administration; internal control over administrative machinery, judicial control over administration, planning, programming and execution of public actions, recruitment of personnel and problems connected with research, information, public relation, etc. The emphasis is to find out principles of administrative action which can be applied in practical administration.
  - Applied administration: Walker made an attempt to classify the main forms of applied administration on the basis of the following ten principles:
    1) Political– includes the executive-legislature relationship, politico-administrative activities of the cabinet, ministers -officials relationship, etc.
    2) Legislative– covers delegated legislation, preparatory works done by the officials in drafting bills for enactment by the legislature.
    3) Financial– includes the fiscal administration from preparation to the enactment and execution of the budget.
    4) Defence– basically includes the military administration.
    5) Educational– covers all aspects of educational administration.
    6) Social– covers social administration such as social security, housing, food, employment, etc.
    7) Economic– includes economic administration in the fields such as industry, agriculture, trade, commerce, public corporation, etc.
    8) Foreign– it covers administration related to foreign affairs covering international cooperation, agencies involved in international peace and prosperity, diplomacy, etc.
    9) Imperial– it covers problems and techniques related to the

imperial domination over other nations etc.

10) Local– it covers administration of local bodies.

The above analysis of the subject-matter of Public administration as put forward by Walker reveals the increasing scope of public administration. In fact, the scope of public administration is wide. It is a conglomeration of both broad and narrow views of Public administration. In the same way, the POCSCORB view and subject matter view are not mutually exclusive, but complement each other. They together constitute the proper scope of the study of Public administration.

It is important to mention here that the scope of public administration is much wider in the 21st century. It includes both the theoretical and applied aspects of administration. As an academic discipline, it incorporated newly emerging branches in its purview. They are: (a) administratiive or organizational theory and behaviour; (b) public personal administration; (c)comparative public administration; (d) public financial administration; (f) new public administration and new public management; (g) environmental administration or ecological approach; (h) good governance and e-governance, and (i) increasing relationship between citizens and civil administration, etc.

We may conclude the discussion on the scope of public administration with the observation of Herbert Simon who asserted that public administration has two important aspects, namely– deciding and doing things. The first provides the basis for the second. Thus, Public administration is a combination of theory and practice.



CHECK YOUR PROGRESS

Q.3: Pfiffner has divided the scope of Public Administration into which two heads?

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Q.4: Mention any five principles whereby Walker has made an attempt to classify the main forms of applied administration.

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1.6 PUBLIC ADMINISTRATION IS A SCIENCE OR ARTS

Every social discipline finds itself confronted with the question whether it is a science or not. The controversy has originated because science historically stood for physical sciences like physics, chemistry etc. Likewise, there are divergent opinions among the thinkers whether public administration is a science or not. One group of thinkers was comprised of Jacob Winer, Morris R. Cohen, Robert A. Dahl, Dr. Finer and others who denied Pubic Administration the status of a science. Another group of thinkers includes C. Neely, Wallace B. Donham, Luther Gullick, Willoughby and others who claimed that Public administration is a science like other sciences.

- **Public Administration is a Science:** Following are the major claims put forward for proving public administration as a science:
  1) A few scholars opined that if science means the systematic study of knowledge derived from experience and observation, then Public Administration is a science. Administration of some sort has always existed since ancient times. During the course of history, an extensive volume of knowledge has been accumulated in form of science of administration. The ‘‘Prince’’ of Machiavelli and ‘‘Arthasastra’’ of Kautilya are excellent work for Public Administration and not merely treatises on political philosophy.
  2) Public Administration is a science because it can be studied scientifically by using scientific methods. The observations and experiments made and conducted over the years have provided materials for fresh deductions or for the verification of general propositions previously advanced.
  3) Public Administration in recent times is becoming more and more

accurate. Experience shows that experts in administration are making numerous predictions leading exactly to the results as forecast by them.

4) With a view to enriching the science of Public Admiration and discover new techniques and principles of administration, special institutions have been established in all the advanced countries of the world. For instance, in the USA there is the famous Maxwell Graduate School of Public Administration at Syracuse, and in the India, there is the Indian Institute of Public Administration, New Delhi.

5) In recent times, research has been initiated to discover the place of the individual in different administrative settings and to understand the social environment of public administration.

The above mentioned points help in claiming that Public Administration is a science.

- **Public Administration is not a Science:** No social science including Public Administration which studies human behaviour can claim the degree of precision and infallibility like a physical science. Thus, Public Administration cannot be called a science because of the following reasons:

1) Public Administration lacks exactness of a physical science. Since will, purpose, choice, whims and values play a vital role when a human being acts, it is not possible to bring about uniformity in this subject like that of other physical sciences.

2) It is very difficult to isolate facts of Public administration and measure and classify them with exactness or verify administrative theories so advocated by scholars scientifically.

3) It has been argued that some agreed principles of Public Administration have not been so far found out. It is not a science as it lacks preciseness based on universal validity of laws or principles. Dr. Finer says, ‘‘we cannot say quite clearly what administrative principles are or what they are not’’.

4) Public Administration lacks objectivity whereas pure sciences are objective, uniform, systematic, predictable and verifiable. They hardly change with the changes of time, place, and environment. On the

contrary, the subject matter of Public Administration is the human being who constantly changes with the changes of time and environment.

5) Again, Public Administration is concerned with human behaviour which is not subject to uniformities of nature like physical sciences.

- **Public Administration is an Art:** Public Administration is not only a science but has been recognized as a distinct art since time immemorial. In ancient Chinese, Egyptian and Indian civilizations even use it as an art. The ''Art'' means the act of doing things so as to produce harmonious result. The subject of public Administration first discovers the principles of administration and then puts them in practice. The applicability of these principles to a particular situation makes the administrator an artist. The performance of the art, in accordance with the laid down principles, makes the subject an art. Charles Warth says, ''Administration is an art because it requires its fineness and leadership, zeal and lofty convictions''. As an art, the administrator before taking any action is supposed to make up his or her mind on the basis of the science of administration. Eventually, he is to act, to achieve the desired objective. In the words of Tead Ordway, ''Administration is a moral art and administrator is a moral agent''. We can, therefore, say that Public Administrator is also an art.

From the above discussion we can come to the conclusion that Public Administration is not a science like other physical sciences. It is on its way to becoming a science. According to Urwick, ''A true science of administration is ultimately possible''. But, it is primarily a social science of observation rather than experiment. In the words of Wallace B. Donham, public administration is a progressive science whose generalization or principles are bound to be constantly revised in the fresh discovery of facts and new experiments. Similarly, it is an art of running the administration with a view to achieve its goal. We, therefore, conclude that the Public Administration is not only a social science but also an art.



CHECK YOUR PROGRESS

Q.5: Mention any two thinkers who claimed that Pubic Administration is a science.

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Q.6: Mention any two claims put forward for proving public administration as a science.

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1.7 IMPORTANCE OF PUBLIC ADMINISTRATION

Public Administration permeates all aspects of our life today. With the dawn of the industrial age, the activities of the state got multiplied and the role of Public Administration has become more complex and complicated. The modern states are no longer confining themselves solely to the maintenance of law and order. The police state idea is substituted by the concept of a welfare state. The State became the guardian of the people and the attainment of good of the people became the ultimate goal of the state. Here, Public Administration is to serve as the means for the attainment of this end. Professor W. B. Donham rightly remarks, "If our civilization fails, it will be mainly because of a breakdown of administration".

Thus, the importance of Public Administration may be studied under the following four heads:

1) Importance to the people.
2) Importance in a democracy.
3) Importance as a subject of study, and
4) Importance as an activity.

1) **Public Administration and the People:** Public Administration has a very important place in the life of people. It is the branch of government that touches more directly than any other on the lives of human beings. All people use the service of Public Administration almost in their activity. There are several departments of administration like the employment exchanges, industries department, medical department, and agriculture department, etc., which affect every citizen in one way or the other. With the advancement of science and technology the problem of maintaining effective co-ordination between the administration and the rest of the community has become greatly important. So, the pursuit of knowledge of Public Administration has become the most essential element in modern times. Felix A. Negro aptly remarked, ‘‘The real core of administration is the basic service which is performed for the public’’. Thus, Public Administration has a very important place not only as an instrument of governance but also as an important mechanism for preserving and promoting the welfare of the community. It has a great impact upon the life of the people as well.
2) **Public Administration and democracy:** The ideals of democracy, i.e., progress, prosperity and protection of people can be obtained only through impartial, honest and efficient Public Administration. An administration should be neutral in politics and serve faithfully any political party which remains in power. In the field of government, the administrators must possess some aptitude for getting along with politicians. Modern democracy has brought in the concept of a welfare state. It has increased the scope of state activity. Co-operation between politicians and administrators is highly desirable for the smooth functioning of a democratic government so as to attain the ultimate goal of welfare of the citizens of the country.
3) **Importance of Public Administration as a Subject:** The study of administration has also assumed significance in the present century. Woodrow Wilson asserted that the growth of Public Administration is a consequence to the increasing complexities of society, growing functions of state and growth of government on democratic lines. Scholars began

to explore in what "directions" these functions should be effectively performed. To this Wilson suggested that there was a need to reform the government in the administrative field. The object of administrative study is to discover what government can properly and successfully do and how it can do these things with utmost efficiency. The importance of Public Administration as a specialized subject can be attributed to the following reasons:

Firstly, one of the practical concerns that the government today has to work towards is public interest. The first and foremost objective of Public Administration is to efficiently deliver public services.

Secondly, administration is looked at, in the social science perspective, as a cooperative and social activity. Hence, the concern of academic inquiry would be to understand the impact of government policies and operations in society. From, social science perspective, Public Administration as a discipline, has to draw on a variety of sister disciplines such as History, Economics, Geography, Philosophy, Phycology, etc., with the objective to explain and not just to prescribe.

Thirdly, Public Administration has a special status in the developing countries. Many of these countries after independent from colonial rule have stressed upon speedy socio-economic development. Obviously, these countries have to rely on the government for speedy development. The latter requires a Public Administration to be organized and effectively operated for increasing productivity quickly.

Fourthly, Public Administration holds a place of significance in the lives of people. It touches them at every step. For most of their needs, the citizens depends upon Public Administration. In view of the important role of Public Administration on the lives of people, the citizens of a country cannot ignore the discipline. Therefore, its teaching should become a part of the curriculum of educational institutions.

4) **Importance of Public Administration as an Activity:** In the contemporary age, which has witnessed the emergence of administrative state, Public Administration has become an essential part of society. The functions it is called upon to perform have expanded in scope and

nature and what is more, are continually increasing. Many of these activities are more positive in nature because they care for the essential requirement of human life, be it health, education, recreation, sanitation, social security or others. It is, therefore, a creative factor with its motto being human welfare. These functions are over and above are its regulatory functions. The viewpoints of eminent scholars, as referred to below, amply reflect the importance of Public Administration as an activity:

I) Woodrow Wilson: ‘‘Administration is the most obvious part of government; it is government in action, it is the executive, the operative and the most visible side of the government.’’

II) Brooke Adams: ‘‘Administration is an important human faculty because its chief function is to facilitate social change and to cushion the stock of social revolution.’’

III) Paul H. Appleby: “Administration is the basis of government. No government can exist without administration. Without administration government would be a discussion club, if indeed, it could exist at all.’’

1.7.1 Causes of Growing Importance of Public Administration

The citizens depend upon public administration to fulfil most of their needs. The following points mentioned below summarize the reasons for the growing importance of Public Administration:

1) **Emergence of a democratic welfare state:** Emergence of a democratic welfare state has led to an increase in the activities of public Administration. The state has to now serve all sections of people in the society and this notion enhanced responsibilities of Public Administration. The modern states are no longer confining themselves to maintenance of law and order alone providing security to the people. The police state concept was substituted by the concept of welfare state. The state became the guardian of the people and the attainment of good life of the people becomes the ultimate goal of the state.

2) **Industrial revolution:** The industrial revolution gave rise to socio-economic problems making the government to assume new roles and responsibilities such as protection and promotion of the rights of workers in industrial establishments. Consequently, the state has enacted a number of industrial and labour laws and it is imperative for public administration to implement such laws in order to meet the requirements of labour welfare.
3) **Scientific and technological development:** Scientific and technological developments have brought about welcome additions in infrastructure such as power, transport and communications system. The invention of telephone, telegraph and other mechanical devices such as type writers, tele-printers, and calculators, photocopying machines, computers, fax, internet and the electronic mail has brought about revolutionary changes in office administration. All these have made possible ‘‘big government’’ and ‘‘large-scale administration’’. Besides advancements in the field of Information and Communication Technologies have contributed to improving the delivery of services to the people.
4) **Economic planning:** Centralized economic planning has been pursued in many developing countries as a method for socio-economic development. It requires a large number of experts and elaborate machinery for plan formulation, implementation, monitoring and evaluation. Nowadays, every state and its government have plans to achieve a variety of targets. The formulation and execution of these plans requires skillful and elaborate administration on a wide scale.
5) **Policy formulation and implementation:** Modern governments go a long way in formulating and adapting sound policies, laws and regulations. However, the responsibility of implementing such policies, laws, etc. on the ground rests with the Public Administrators.
6) **To maintain continuity:** The role of Public Administration has been increasing with the passage of time. The political executive keep changing but the civil servants remain in office as permanent

executive without break and lend continuity to governance. Public administration is a major force for bringing stability in society.

9) **Technical character:** The present day government is expected to provide various services to its people. The increase in the number of functions undertaken by the government requires highly specialized professional and technical services. Modern Public Administration usually represents a galaxy of all of a nation's occupations.

10) **An instrument of social change:** Public Administration is not merely a preserver of civilized life, but it is an instrument of social change particularly crucial in developing nations. It is expected of the state at present to work for accelerating socio-economic change. It has undertaken the stupendous task of eradicating the social inequalities, establishing a society free from poverty, spreading education among all, abolishing untouchability, securing equality of status and opportunities for women, etc. In fact, carrying out these social changes in a planned and orderly way rests upon the Public Administration.

Thus, Public administration is the government in action and occupies a significant place not merely as an instrument of governance but also as a mechanism for preserving and promoting the welfare of the community. To sum up, we can say that the importance of Public Administration has been increasing day by day. An efficient system of Public administration is required for running the government smoothly. Public Administration embraces almost all aspects of human life in the society. E. Burke aptly remarked, ''No existence without administration''.

1.8 PUBLIC ADMINISTRATION AND PRIVATE ADMINISTRATION

Public and private administration are two species of the same genus, namely administration. The management of affairs by private individuals or body of individuals is private administration, while management of affairs

by central, state or local government is public administration. There are some basic points of similarities and dissimilarities between public and private administration. Thinkers like Urwick, M P. Follet , Henry Fayol and several others consider it that there are no water tight differences between public and private administration .On the other hand ,Paul H, Appleby, Prof. Simon, Sir Josia Stamp and others explain the existence of the differences between both the administration. Here, we will focus on the points of similarities and differences between them:

A) Similarities between Public Administration and Private Administration: Thinkers like Fayol are of the opinion that all administration whether Public or Private possess the same fundamental characteristics. While addressing the second Congress of Administrative Science, Fayol aptly remarked, "we are no longer confronted with several administrative sciences but with one which can be applied well to public and private affairs". This obviously indicates that there is much in common between public and private administration. The following points would reveal the major points of similarities between them:

- In the first place, many principles, techniques and procedures are common to both of them. Activities like accounting, management, purchase, disposal etc. are very common to both types of administration.
- The aim of both is to achieve maximum contact with the people. Both would be insignificant without mass contact.
- A hierarchical organizational set up exists in both public administration and private administration. This helps in demarcating the duties and responsibilities in the cases of both.
- In both public administration and private administration certain skills such as clerical, accounting, managerial and statistical are essential for running the administration smoothly.
- Both public administration and private administration adopt modern methods to increase the efficiency of administration in the fields like personnel administration, financial administration, superannuation arrangement, staff welfare etc.

B) Dissimilarities between Public Administration and Private Administration: According to C.P. Bhamri, ''Public responsibility, uniformity of treatment, impartiality and spiritedness are the essential features of Public Administration''. The difference between the two types of administration will be clear from the following illustration.

1) **Political Direction:** The first distinction between public and private administration lies in the fact that unlike Private Administration, Public Administration is subject to political direction. The administrator under Public Administration has to carry out the orders and execute the decisions which he or she gets from the political executive with no option of his or her own. In the words of Professor Simon, ''Public Administration is political whereas Private Administration is non-political''.
2) **Profit Motive:** Administration is conducted with the altruistic motive and social service while the motive of private administration is earning profit. If private administration is useful to the public, its service to it is a by-product of profit-making. Private administration will never undertake a task if it does not bring profit to the people. If profit does not accrue, the private enterprise will close down the concern.
3) **Uniform Treatment:** Public administration is consistent in procedure and uniform in dealings with the public. According to Josiah Stamp, ''Public Administration is subject to the principle of uniformity''. In Public Administration, a civil servant cannot show favour to some people and disfavor to others, as in the case of Private Administration. Impartiality becomes the basis on his or her functions. In private administration, they need not bother about much about uniformity in treatment to the people.
4) **Public Responsibility:** Public Administration is directly responsible to the people. It has to face the criticism of the public, press, and political parties, if it fails to meet wishes of the people. On the other hand, the private administration does not have any fixed responsibility towards the public. It is only responsible to the people indirectly and that too for securing its own ends and not for the welfare of the people.

5) **Scope of Activity:** The scope of Public administration is all pervasive and comprehensive. Its jurisdiction extends to all type of activities pertaining to individuals, especially in a modern welfare state. It caters to the varied needs of the people providing basic services such as law and order, public, education, health, agriculture, social security, communication, defense etc. But, private administration does not cover so many aspects of people's life.

6) **Security of Service:** In the words of Professor Simon, ''Public Administration is bureaucratic, while Private administration is businesslike''. Public Administration is manned by permanent officials enjoying full security of service. They continue to remain in service till the age of retirement. On the other hand, Private administration is largely controlled by business professionals who remain in service as long as they can efficiently fulfil and achieve the goals and targets of the business enterprise they are working for.

7) **Efficiency Levels:** A few thinkers opined that Private Administration is superior in efficiency to that of the Pubic Administration. It is assumed by some that in terms of its style of functioning, Private Administration moves faster and is more efficient and business like while Public Administration is bureaucratic and often marked by red-tape, extravagance, inefficiency, corruption, sluggishness, etc. But it does not mean that Public administration is always inefficient.

8) **Monopolistic:** There is monopoly of services of Public Administration in certain fields such as issuing currency-notes, railways, etc. The government has monopoly in controlling them. In Private Administration, on the other hand, several organizations compete with each other to produce and supply the same commodity or fulfil the same needs at a time.

9) **Financial Meticulousness:** Public Administration has to be very careful in financial matters. Public money is to be spent meticulously and according to the prescribed procedure. It is the legislature, which exercises financial control over executive. But there is no difference between finance and administration in private administration. It is free from external financial control.

However, the difference between the two types of administration are of degree and not of kind. In recent times, business practices and standards have exercised a profound influence upon Public Administration. The Government Corporations are being run on business lines. Both respond to the environment differently which inevitably produces consequences for the functioning of organization and their management. We can conclude that Public Administration and Private Administration are the two species of the same genus, but they have special values and techniques of their own which give to each its distinctive character.



CHECK YOUR PROGRESS

Q.7: Point out any two similarities between Public and Private administration.

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Q.8: Point out any two dissimilarities between Public and Private administration.

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1.9 LET US SUM UP

- The English word "administer" is derived from a combination of two Latin words "ad" and "ministiare" meaning "to serve or manage". Literally,

the term "administration" means management of the affairs of public or private administration. Administration refers to mobilization of resources-human and material, to achieve a set of objectives.

- Basically, there are two different views regarding the nature of public administration. They are (a) Integral view and (b) Managerial view.
- There is no unanimous view regarding the scope of public administration.
- Luther Gullick sums up the scope of public administration by the letters of the word POSDCoRB, Which means P- Planning; O– Organization; S– Staffing; D– Directing; Co– Co-ordination; R– Reporting; B– Budgeting.
- Pfiffner has also divided the scope of Public Administration into two major heads. They are: Principles of Public Administration and Spheres of Public Administration: Walker's view of the scope of Public Administration.
- Regarding the scope of Public Administration, a more comprehensive detail has been presented by Walker dividing it into two main parts-Administrative theory and Applied administration.
- Every social discipline finds itself confronted with the question whether it is a science or not. There are divergent opinions among the thinkers whether public administration is a science or not. One group of thinkers was comprised of Jacob Winer, Morris R. Cohen, Robert A. Dahl, Dr. Finer and others who denied Pubic Administration the status of a science. Another group of thinkers includes C. Neely, Wallace B. Donham, Luther Gullick, Willoughby and others who claimed that Public administration is a science like other sciences.
- Public Administration is not only a science but has been recognized as a distinct art since time immemorial.
- Public Administration is not a science like other physical sciences. It is on its way to becoming a science. According to Urwick, "A true science of administration is ultimately possible". But, it is primarily a social science of observation rather than experiment. Similarly, it is an art of running the administration with a view to achieve its goal.
- Public Administration permeates all aspects of our life today. The importance of Public Administration may be studied under the following

four heads: Importance to the people; Importance in a democracy; Importance as a subject of study; Importance as an activity.

- The citizens depend upon public administration to fulfil most of their needs. Some of the factors contributing to the growing importance of Public Administration include emergence of a democratic welfare state, Industrial revolution, Scientific and technological development, Economic planning, Policy formulation and implementation, etc.
- Public and private administration are two species of the same genus, namely administration. There are both points of similarities and differences between Public Administration and Private Administration.



1.10 FURTHER READING

1) Basu, Rumki (2004). *Public Administration-Concepts and Theories*. New Delhi: Sterling Publishers Private Limited.
2) Bhagwan, Vishnoo and Bhushan, Vidya (2007). *Public Administration*. New Delhi: S. Chand & Company Ltd.
3) Maheswari, Shriram (2003). *Administrative Theory: An Introduction*. (2nd Edition). New Delhi: Macmillan.
4) Naidu, S. P. (2005). *Public Administarion– Concepts and Theories*. New Delhi: New Age International (P) Ltd.
5) Sharma, Dr. M. P. & Sadana, Dr. B. L. (2000). *Public Administration in Theory and Practice*. Allahabad: Kitab Mahal.



1.11 ANSWERS TO CHECK YOUR PROGRESS

Ans. to Q. No. 1: Integral View and Managerial view

Ans. to Q. No. 2: a) The integral view depicts all types of activities from manual to managerial from non-technical to technical whereas the managerial view takes into account only the managerial activities in an organization.

b) Administration according to the integral view would differ from one sphere to another depending upon the subject matter, whereas that will not be the case according to the managerial point of view. Because the managerial view is identified with the managerial techniques common to all the fields of administration.

Ans. to Q. No. 3: Principles of Public Administration and Spheres of Public Administration

Ans. to Q. No. 4: a) Defence– basically includes the military administration.

b) Educational- covers all aspects of educational administration.

b) Social– covers social administration such as social security, housing, food, employment, etc.

c) Economic– includes economic administration in the fields such as industry, agriculture, trade, commerce, public corporation, etc.

d) Foreign– it covers administration related to foreign affairs covering international cooperation, agencies involved in international peace and prosperity, diplomacy, etc.

Ans. to Q. No. 5: Wallace B. Donham and Luther Gullick.

Ans. to Q. No. 6: 1) Public Administration is a science because it can be studied scientifically by using scientific methods. The observations and experiments made and conducted over the years have provided materials for fresh deductions or for the verification of general propositions previously advanced.

2) With a view to enriching the science of Public Admiration and discover new techniques and principles of administration, special institutions have been established in all the advanced countries of the world. For instance, in the USA there is the famous Maxwell Graduate School of Public Administration at Syracuse, and in the India, there is the Indian Institute of Public Administration, New Delhi.

Ans. to Q. No. 7: 1) In the first place, many principles, techniques and procedures are common to both of them. Activities like accounting, management, purchase, disposal etc. are very common to both type of administration.

2) The aim of both is maximum contact with the people. Both would be worthless without mass contact.

Ans. to Q. No. 8: 1) Political Direction: The first distinction between public and private administration lies in the fact that unlike Private Administration, Public Administration is subject to political direction. The administrator under Public Administration has to carry out the orders and execute the decisions which he or she gets from the political executive with no option of his or her own. In the words of Professor Simon, "Public Administration is political whereas Private Administration is non-political".

2) Profit motive: Administration is conducted with the altruistic motive and social service while the motive of private administration is earning profit. If private administration is useful to the public, its service to it is a by-product of profit-making. Private administration will never undertake a task if it does not bring profit to the people. If profit does not accrue, the private enterprise will close down the concern.



1.12 POSSIBLE QUESTIONS

Q.1: Explain the nature of Public Administration with regard to the managerial and integral views.

Q.2: Discuss the scope of Public Administration with regard to the views of Luther Gullick, Walker and Pfiffner.

Q.3: Present five arguments in favour of and against the notion of public administration as a science .

Q.4: Explain the similarities between public administration and private administration.

Q.5: Explain the dissimilarities between public administration and private administration.

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UNIT 2: EVOLUTION OF PUBLIC ADMINISTRATION

UNIT STRUCTURE

2.1 Learning Objectives

2.2 Introduction

2.3 Factors that have Contributed to the Growth of Public Administration

2.4 Evolution of Public Administration as a Disciple: Different Phases

2.5 Let Us Sum Up

2.6 Further Reading

2.7 Answers to Check Your Progress

2.8 Possible Questions

2.1 LEARNING OBJECTIVES

After going through this unit, you will be able to :

- explain the factors that have contributed to the growth of public administration
- explain the evolution of public administration as a discipline.

2.2 INTRODUCTION

Public administration as an activity is as old as human civilization. As a discipline it is not more than hundred twenty years old. Since the ancient period, governmental machinery has drawn the attention of scholars and administrators. Ancient Indian epics like 'Ramayana', 'Mahabharata', Kautilya's ''Arthasastra'' and the teachings of Confucius contain a thorough observation about the organization and functioning of government. More importantly, Plato's 'The Republic', Aristotle's 'The Politics' and Machiavelli's 'The Prince' are a significant contribution to the modern administrative thought and practice. Public administration as an activity preceded long before the systematic study of the subject in the 18th century.

However, the official academic status to the subject did not come until World War I, when professional chairs in public administration were established and discipline text books were published in the USA.

2.3 FACTORS THAT HAVE CONTRIBUTED TO THE GROWTH OF PUBLIC ADMINISTRATION

Before going through the different stages in the evolution of the discipline, it is important to identify the factors which were responsible towards the growth of the study of public administration as a distinct academic discipline.

1) The most important factor that immensely contributed to the growth of public administration was the effort to separate 'administration' from 'politics' i.e. politics-administration dichotomy.
2) During the latter part of the 19th century, industrialization gave birth to large scale organization and problem of coordination and technological development created huge social dislocation. This made administrative intervention desirable.
3) The scientific management movement revolutionized by F. W. Tailor in the USA towards the 20th century, provided impetus to the study of public administration. His ideas had profound impact not only in the USA, but throughout the world
4) Another factor which significantly contributed to the growth of public administration was the gradual emergence of the concept of welfare state. There was an urge on the part of the state to shift from the traditional notion of administration to the social welfare of the people. This new trend of welfare state had profusely enhanced the scope of governmental functions and administrative responsibilities and public administration came be a chief agent of social welfare.
5) There was a reform movement that gathered momentum in the early part of the 20th century especially in the USA; at the intellectual level, efforts were made for the development of an independent and specialized area of knowledge based on the structure public administration. A lot of malpractices were prevalent in the USA with regard to the sphere of public administration such as the spoils system, rampant corruption, nepotism, scandals and disorganization of finances which caused great harm to their country. All these malpractices in administration resulted

in the growth of a reform movement and that eventually contributed to the emergence of public administration as a discipline in the USA.



CHECK YOUR PROGRESS

Q.1: Explain any two factors which were responsible towards the growth of the study of public administration as a distinct academic discipline.

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2.4 EVOLUTION OF PUBLIC ADMINISTRATION AS A DISCIPLINE: DIFFERENT PHASES

Public administration has passed through several critical phases of development. We can broadly divide the evolution of public administration as an academic discipline into the following seven main periods:

1) Phase I (1887-1926): Politics-Administration Dichotomy

Public administration as an academic discipline was born in the USA. The credit for initiating an academic study of public administration goes to Woodrow Wilson, who was teaching Political Science at the Princeton University and who later became the President of USA. He is regarded as the father of the discipline of public administration. In his article entitled ‘‘The Study of Administration’’, published in Political Science Quarterly in 1887, Wilson emphasized the need for studying public administration as a discipline apart from politics. This is known as the principle of politics-administration dichotomy. Wilson argued that, ‘‘Administration lies outside the proper sphere of politics. The administrative questions are not political questions’’.

While commenting on the domain of administrators, Wilson argued that administrators should focus on operating the government rather than on substituting their judgment with that of elected officials. Thus, administration was separate from politics and was confined to execution of policies. So there is a dichotomy between politics and administration. Wilson advocated the following four concepts in his popular article The Study of Administration (1887):

a) Separating politics and administration
b) Introducing comparative study of public organizations
c) Improving efficiency with business-like practices
d) Improving the effectiveness of public services through the training of civil servants.

While Wilson gave the call, it was Frank J. Goodnow who practically furthered the movement for evolving the discipline of public administration in the USA. In his Politics and Administration in 1900, he tried to draw a functional distinction between politics and administration, and wrote, "the former (politics) having to do with the policies or expressions of the State's will, the latter (administration) with the execution of these policies". In fact, Goodnow strongly argued for politics-administration dichotomy and developed the Wilsonian theme further with greater courage.

Public administration started gaining academic legitimacy in the 1920s. The notable publication of Leonard D. White's Introduction to the Study of Public Administration (1926), the first textbook completely devoted to the discipline. It reflected the general characteristics of public administration as non-partisan. Public administration was supposed to be a value-free science. While not rejecting politics, the reformers of this period sought better government by expanding administrative functions. The politics-administration dichotomy emerged as a conceptual orientation whereby the world of government was divided into two functional areas-administrative and political.

If Wilson is the pioneer of the discipline, Max Weber is the first theoretician who provided the discipline of public administration with a solid theoretical base. His ideal type of bureaucracy continues to remain

fundamental in any conceptualization of organization. Weber's formulation is characterized as 'value neutral, having certain ubiquitous features'. The bureaucratic model, according to Weber, is the most efficient organizational structure for administrative system developed so far in the modern world. It is superior to any other form in the realization of economy, efficiency and stability.

2) Phase II (1927-1937): Search for Principles of Administration (Economy and Efficiency)

The second period in the evolution of public administration as an academic discipline could be said to have begun in 1927 with the publication of W. F. Willoughby's book Principles of Public Administration that came to be known as the second textbook in the field of public administration. According to him, public administrators would be effective if they learned and applied scientific principles of administration. A few other books were also published like M. P. Follett's Creative Experience, Henry Fayol's Industrial and General Management, Mooney and Reilly's, Principles of Organization were notable in this regard. The central belief of the period was concentrated on certain ''principles of administration'' such as economy and efficiency. The business of administration was conducted on the basis of scientific management while administrative practitioners and business school joined hands for the mechanistic aspect of management. The work of F. Taylor and the principles of scientific management had significant effect on public administration. Taylor believed that the scientific principles were universally applicable and was keen to apply them to public administration.

The major contribution of this period came from Gullick and Urwick's publication Papers on the Science of Administration in 1937. They claimed that public administration is a science. Both of them coined the acronym 'POSDCORB' to study the scope of public administration. These periods were the golden years of 'principles' in the history of public administration and achieved a high degree of respectability.

3) Phase III (1933-1947): Era of Challenges and Human Relations Movement

The third period was a period of continuous and mounting challenges and questioning in the evolution of public administration. The developments in the field of public administration during the first and the second phases were challenged vehemently. The main objections were:

a) Politics and administration could never be separated clearly

b) Principles of administration were not something big enough.

Many of the previously accepted theories of public administration came under attack. In the critical decision-making environment of World War II, the necessity of flexibility, creativity and discretion in decision making began to be felt. The rigid, hierarchical administrative principles proved totally ineffective in such an environment. As a result of these experiences, the focus shifted to the social, moral and political orientation of the discipline to challenge the dogma of managerial effectiveness.

Chester I. Bernard in his ‘‘The Functions of the Executive’’ (1938) did not uphold the stand taken by earlier writers. Herbert Simon in his book, Administrative Behavior published in 1947, and for which he was awarded the Nobel Prize in 1978, wrote that, ‘‘A fatal defect of the current principles of administration is that for almost every principle one can find an equally plausible and acceptable contradictory principle.’’ Simon further stated that there is no such thing as principles of administration. He also rejected separation between politics and administration and argued for ‘logical positivism’ in the study of policy-making and relation of means and ends. The claim that public administration is a science was challenged by Robert Dahl in his paper ‘‘The Science of Public Administration: Three Problems’’ (1947) and expressed three problems in developing a science of public administration as public administration was plagued by three interrelated problems, namely, values, behaviour and culture. Thus, because of the influences of values or normative considerations; human behavior based on individual personalities; and cultural norms encompassing varying historical, sociological, economic and other conditioning factors, it becomes difficult to establish a set of

universal principles in the sphere of public administration. The need of the hour was to make the discipline more flexible, dynamic and environment oriented.

The pioneering studies which resulted from the experiments in the Hawthorne plant of the Western Electric Company in 1920s also challenged many prevailing ideas about incentives and human behaviour in groups. Unlike the machine mode of organization, the human relations approach views organization in its holistic social perspective. It treats workers as human beings with all humanly attributes. It believes that each worker carries with him a different culture, attitude, belief and a way of life. Therefore, the organization must take proper cognizance of such socio-cultural aspects of worker while engaging an employee.

These objections ushered in a new phase in the evolution of the discipline of public administration.

4) Phase IV (1948-1970): Development of a Scientific and Inter-disciplinary Character

This period was known for acute identity crisis of the public administration. Many scholars wanted to return to the fold of the mother science viz., political science and found that there was domination of political science over administration. They also felt that political science not only discouraged the appearance of public administration as a separate discipline but did not encourage the growth and development of the discipline. Thus, the major issues of this period were:

1) Absence of comprehensive intellectual framework for public administration as a separate discipline.
2) Willingness of political scientists to engulf public administration into political science.

The need of the hour was to make the discipline more flexible, dynamic and environment-oriented. Shifting the focus to the Third World nations in the post-world war-II period and the emergence of new nations in Asia, Africa and Latin America set a new trend in the study of public administration. The western scholars began to show much interest in the study of varied administrative patterns of the newly independent

nations. In this context, especially the Western scholars recognized the importance of the relevance of environmental factors and their impact on the different administrative systems in these nations. This factor largely accounts for the development of comparative, ecological, and development administration perspectives in the field of Public Administration. In this regard the contribution of Ferrel Heady, F. W. Riggs and Edward Wiedner is worth to be mentioned here. The cross-cultural and cross-national administrative studies have provided the impetus needed for the extension of scope of Public Administration and making it inter-disciplinary in nature.

The Minnowbrook-I (1968) Conference was a famous event for bringing about a new phase in public administration characterized by value, relevance, equity, and change during the period. A group of young American scholars spoke against the contemporary nature of discipline. At the Minnowbrook Conference, they advocated for what is known as ‘‘New Public Administration’’ to make the study and practice of the discipline relevant to the demands of the post-industrial society. The conference was truly a wake-up call for the theorists and the practitioners to make the discipline socially relevant.

5) Phase V (1971-1980): Emergence of New Public Administration

The fifth period commenced in the 1970s in the midst of turmoil and uncertainty of earlier periods of public administration. In 1970, the National Association of Schools of Public Affairs and Administration (NASPAA) was founded and worked as landmark event. The NASPAA represented not only an act of secession by public administrations from political science or management science, but also indicated a rise of self-confidence on the part of public administration as well. Public administration registered much progress and recognition in different aspects during this period. The major development that took place during the period towards its evolution was:

a) Drawing more attention to the dynamics of administration, instead of the static nature that was held earlier.

b) Like many other social sciences, public administration too adopted an inter-disciplinary approach in its study.

c) The emergence of the new wave that sprang up in 1968 in the USA called 'New Public Administration' became the foci of the study of public administration. The term New public administration gained greater currency with two publications in 1971, namely, Frank Marini's edited book Towards A New Public Administration: The Minnowbrook Perspective and D. Waldo's edited book Public Administration in a Time of Turbulence in 1971, substantially contributed towards developing new approaches in the study of public administration.

d) Separate studies of public and private business administration tended to merge into a separate science of organization. Organizational theories that developed have equal applicability to both public and private administration.

e) Another development was the increasing use of the system and behavioral approaches, encouraging the comparative study of administrative systems in diverse social settings and environment. It became popular and gained momentum when several scholars, namely, F. Heady, Goodsell, G. P. Dwivedi and many more came forward to undertake research in comparative public administration.

6) Phase VI (1981-1990): Interest in Alternative Paradigms

The major events that took place during the period towards the evolution of public administration were:

a) The period witnessed the revival of New Comparative Administration which was shelved for many reasons during the 1970s. It became popular and gained momentum when several scholars namely, F. Heady, Charles T. Goodsell, G. P. Dwivedi, Milton Esman, Jong S. Jung and many more came forward to undertake research in the comparative public administration.

b) The publication of Charles T. Goodsell's article ''The New Comparative Administration: A Proposal" was a milestone in widening the scope of comparative public administration.

c) The Minnowbrook-II Conference is another landmark event in the evolution of public administration. It gave birth to a new approach called ‘‘New Public Management’’. NPM is primarily concerned with providing quality services to citizens: ensuring greater autonomy to public management, rewarding organization and individuals on the basis of fulfilling their target: and keeping an open-minded attitude for the private sector.

Globalization is another phenomenon which has introduced a major shift not only in theory but also in practice of public administration. It has set the discipline free from the traditional bondage of structure and process and paved the way for a more flexible, less-hierarchical and accommodative type of discipline. In fact, globalization increased the urgency of having a more proactive public administration, both structurally and functionally. Public administration has experienced a radical change. Structurally the rigid, hierarchical and bureaucratic form of governance has given way to a more flexible, de-hierarchical and post-bureaucratic form of governance based on networks and partnership. Likewise, at the functional level, public administration has witnessed a profound transition in the nature of delivery of public services. Thus, in the era of globalization public administration has roped in the private sector in terms of making available the goods and services to the citizens more effectively as indicated by the rising public-private partnerships. Osborne and Gaebler’s book ‘‘Reinventing Government’’ published in 1992 is a landmark event in the evolution of public administration which redefines functions of the government. The author argue in favor of ‘‘Entrepreneurial Government’’ that is certain to bring about radical changes by:

a) Improving public management through performance, measurement and evolution;
b) Reducing budgets;
c) Downsizing the government;
d) Selective privatization of public enterprises; and
e) Contracting out in selective areas.

Several methods have been used to facilitate the privatization of welfare delivery viz. contracting out, encouraging private participation, introducing quasi-markets, mobilizing voluntary sector and the like. However, the shift from the role of a direct provider to a facilitator of welfare delivery did not make public administration redundant. In fact, it continued to enjoy its key position. The centrality of public administration is neither denied by the state nor by the market. Rather, it provides the state with adequate support mechanism to govern.

The Minnowbrook Conference-III, 2008 is another landmark event in the evolution of discipline as a field of enquiry. The Minnowbrook Conference-III was useful in conceptualizing the difficulties that public administration was confronting in a globalizing world. Conference III reflected the genuine concern of those seeking to conceptualize public administration as an organic discipline that was equipped adequately to respond to the new demands of global human concern. Primarily the scholars focused on four specific areas of 'discomfort' that appeared to have been critical in contemporary research in public administration. These four specific areas of concerns relate to:

a) The nature and scope of discipline in the changed environment of a globalizing world,
b) The complexities of the market-oriented New Public Management
c) The impact of inter-discipline borrowing on the methodological core of the discipline,
d) The growing importance of networked governance and collaborative public management in re-conceptualizing public administration in a rapidly changing socio-economic and political milieu.

Thus, public administration has become a complex area of human endeavour simply because of socio-economic circumstances in which it is rooted as a practice. The Minnowbrook Conference 2008, reiterates some major redesigning of public administration by insisting on its ''commitment to responsiveness, social equality and participation''. In the context of globalization, public administration despite its contextual character, is thus well-equipped to meaningfully address human concerns of varied nature in the present society.

To sum up, we must say that public administration had to pass several critical stages to become a dynamic social discipline. The contribution of scholars from different disciplines in its evolution cannot be denied. The emergence of policy administration, welfare and development administration, new public administration and new public management and new trends like good-governance and e-governance were substantially helpful in the evolution as an academic discipline. Many universities and colleges have incorporated in their syllabi public administration as an independent subject. But still, there are a number of universities which still teaches public administration as a sister subject of Political Science. Besides there are a number of leading research institutes in the discipline of public administration such as International Institute of Administrative Sciences, American Society for Public Administration, Indian Institute of Public Administration, Dutch Association for Public Administration, etc.



CHECK YOUR PROGRESS

Q.2: Who initiated an academic study of public administration?

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Q.3: Name the author of the Administrative Behavior.

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2.5 LET US SUM UP

- Public administration has passed through several critical phases of development. We can broadly divide the evolution of public administration as an academic discipline into the following seven main periods.
- Public administration as an academic discipline was born in the USA. The credit for initiating an academic study of public administration goes to Woodrow Wilson, who was teaching Political Science at the Princeton University and who later became the President of USA.

- In his article entitled ‘‘The Study of Administration’’, published in Political Science Quarterly in 1887, Wilson emphasized the need for studying public administration as a discipline apart from politics. This is known as the principle of politics-administration dichotomy.
- While Wilson gave the call, it was Frank J. Goodnow who practically furthered the movement for evolving the discipline of public administration in the USA.
- If Wilson is the pioneer of the discipline, Max weber is the first theoretician who provided the discipline of public administration with a solid theoretical base. His ideal type of bureaucracy continues to remain fundamental in any conceptualization of organization. Weber’s formulation is characterized as ‘‘value neutral, having certain ubiquitous features’’.
- The second period in the evolution of public administration as an academic discipline could be said to have begun in 1927 with the publication of W. F. Willoughby’s book Principles of Public Administration that came to be known as the second textbook in the field of public administration.
- The central belief of the period was concentrated on certain ‘‘principles of administration’’. The business of administration was conducted on the basis of scientific management while administrative practitioners and business school joined hands for the mechanistic aspect of management. The work of F. Taylor and the principles of scientific management had significant effect on public administration. Taylor believed that the scientific principles were universally applicable and was keen to apply them to public administration.
- The third period was a period of continuous and mounting challenges and questioning in the evolution of public administration. The developments in the field of public administration during the first and the second phases were challenged vehemently.
- Many of the previously accepted theories of public administration came under attack. In the critical decision-making environment of World War II, the necessity of flexibility, creativity and discretion in decision making began to be felt. The rigid, hierarchical administrative principles proved

totally ineffective in such an environment. As a result of these experiences, the focus shifted to the social, moral and political orientation of the discipline to challenge the dogma of managerial effectiveness.

- The fourth period was known for acute identity crisis of the public administration. Many scholars wanted to return to the fold of the mother science viz., political science and found that there was domination of political science over administration. They also felt that political science not only discouraged the appearance of public administration as a separate discipline but did not encourage the growth and development of the discipline.
- The need of the hour was to make the discipline more flexible, dynamic and environment-oriented. Shifting the focus to the Third World nations in the post-world war-II period and the emergence of new nations in Asia, Africa and Latin America set a new trend in the study of public administration. The western scholars began to show much interest in the study of varied administrative patterns of the newly independent nations.
- In this context, especially the Western scholars recognized the importance of the relevance of environmental factors and their impact on the different administrative systems in these nations. This factor largely accounts for the development of comparative, ecological, and development administration perspectives in the field of Public Administration.
- The Minnowbrook-I (1968) Conference was a famous event for bringing about a new phase in public administration characterized by value, relevance, equity, and change during the period. A group of young American scholars spoke against the contemporary nature of discipline. At the Minnowbrook Conference, they advocated for what is known as "New Public Administration" to make the study and practice of the discipline relevant to the demands of the post-industrial society.
- The fifth period commenced in the 1970s in the midst of turmoil and uncertainty of earlier periods of public administration. In 1970, the National Association of Schools of Public Affairs and Administration (NASPAA) was founded and worked as landmark event. The NASPAA represented not only an act of secession by public administrations from political science

or management science, but also indicated a rise of self-confidence on the part of public administration as well. Public administration registered much progress and recognition in different aspects during this period.

- The sixth period witnessed the revival of New Comparative Administration which was shelved for many reasons during the 1970s. It became popular and gained momentum when several scholars namely, F. Heady, Charles T. Goodsell, G. P. Dwivedi, Milton Esman, Jong S. Jung and many more came forward to undertake research in the comparative public administration.
- The Minnowbrook-II Conference is another landmark event in the evolution of public administration. It gave birth to a new approach called "New Public Management". NPM is primarily concerned with providing quality services to citizens: ensuring greater autonomy to public management, rewarding organization and individuals on the basis of fulfilling their target: and keeping an open-minded attitude for the private sector.
- The seventh period public administration has experienced a radical change. Structurally the rigid, hierarchical and bureaucratic form of governance has given way to a more flexible, de-hierarchical and post-bureaucratic form of governance based on networks and partnership. Likewise, at the functional level, public administration has witnessed a profound transition in the nature of delivery of public services. Thus, in the era of globalization public administration has roped in the private sector in terms of making available the goods and services to the citizens more effectively as indicated by the rising public-private partnerships. Osborne and Gaebler's book "Reinventing Government" published in 1992 is a landmark event in the evolution of public administration which redefines functions of the government.
- Several methods have been used to facilitate the privatization of welfare delivery viz. contracting out, encouraging private participation, introducing quasi-markets, mobilizing voluntary sector and the like. However, the shift from the role of a direct provider to a facilitator of welfare delivery did not make public administration redundant. In fact, it continued to enjoy its key position. The centrality of public administration is neither

denied by the state nor by the market. Rather, it provides the state with adequate support mechanism to govern.

- The Minnowbrook Conference-III, 2008 is another landmark event in the evolution of discipline as a field of enquiry. The conference was useful in conceptualizing the difficulties that public administration was confronting in a globalizing world. Conference III reflected the genuine concern of those seeking to conceptualize public administration as an organic discipline that was equipped adequately to respond to the new demands of global human concern.
- Thus, public administration has become a complex area of human endeavour simply because of socio-economic circumstances in which it is rooted as a practice. The Minnowbrook Conference 2008, reiterates some major redesigning of public administration by insisting on its "commitment to responsiveness, social equality and participation". In the context of globalization, public administration despite its contextual character, is thus well-equipped to meaningfully address human concerns of varied nature in the present society.



2.6 FURTHER READING

1) Basu, Rumki (2004). *Public Administration-Concepts and Theories*. New Delhi: Sterling Publishers Private Limited.
2) Bhagwan, Vishnoo and Bhushan, Vidya (2007). *Public Administration*. New Delhi: S. Chand & Company Ltd.
3) Maheswari, Shriram (2003). *Administrative Theory: An Introduction*. (2nd Edition). New Delhi: Macmillan.
4) Naidu, S. P. (2005). *Public Administarion– Concepts and Theories*. New Delhi: New Age International (P) Ltd.
5) Sharma, Dr. M. P. & Sadana, Dr. B. L. (2000). *Public Administration in Theory and Practice*. Allahabad: Kitab Mahal.

2.7 ANSWERS TO CHECK YOUR PROGRESS

Ans. to Q. No. 1: a) The most important factor that immensely contributed to the growth of public administration was the effort to separate 'administration' from 'politics' i.e. politics-administration dichotomy.

b) During the latter part of the 19th century, industrialization gave birth to large scale organization and problem of coordination and technological development created huge social dislocation. This made administrative intervention desirable.

Ans. to Q. No. 2: Woodrow Wilson

Ans. to Q. No. 3: Herbert Simon

2.8 POSSIBLE QUESTIONS

Q.1: Explain the factors that have contributed to the growth of Public Administration.

Q.2: Explain the first and second periods in the evolution of public administration as a discipline.

Q.3: Explain the fourth and fifth periods in the evolution of public administration as a discipline.

Q.4: Discuss the evolution of Public Administration as a discipline.

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UNIT 3: NEW PUBLIC ADMINISTRATION

UNIT STRUCTURE

3.1 Learning Objectives

3.2 Introduction

3.3 Factors Leading to the Emergence of New Public Administration

3.4 Evolution and Growth of New Public Administration

3.5 Meaning of New Public Administration

3.5.1 Major goals and objectives of New Public Administration

3.6 Limitations and Contributions of New Public Administration

3.7 Let Us Sum Up

3.8 Further Reading

3.9 Answers to Check Your Progress

3.10 Possible Questions

3.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the factors leading to the emergence of New Public Administration
- explain the meaning and characteristics of New Public Administration
- discuss the evolution and growth of New Public Administration
- evaluate the limitations and contributions of New Public Administration.

3.2 INTRODUCTION

Throughout history, periods of confusion, instability and turbulence are often seen to produce waves of new thoughts, which seek to challenge the traditional contents of academic disciplines and give them a new direction. All these new sets of ideas are sometimes so significant that they are commemorated by imparting the adjective 'new'. We have come across such concepts like– New Left, Neo-Liberalism, Neo Federalism, Neo-colonialism, Neo-Marxism, etc. The emergence of ''New Public Administration'' in the

vocabulary of Public Administration is no exception to that wave.

3.3 FACTORS LEADING TO THE EMERGENCE OF NEW PUBLIC ADMINISTRATION

The late 1960s were a period of turbulence for the American society. Public Administration was criticized severely for being ineffective, inefficient and irresponsive to the contemporary challenges. A group of young American scholars spoke against the contemporary nature of the discipline. They demanded for making Public Administration relevant to the contemporary issues. It was supposed to maintain a distance from politics and become effective and responsive. They laid emphasis on values and ethics instead of earlier dogmas of public administration which were found to be inadequate and incomplete objectives of the discipline. All these were the outcome of the Minnowbrook Conference (1968) and the birth of New Public Administration (NPA).

There are some reasons for the emergence of New Public Administration in USA which are as follows:

1) Many administrative agencies found difficulties to accomplish their tasks in absence of effective and efficient administration and there was a need of an effective, efficient administration.
2) After the World War II, the problem of unemployment, poverty and population increased rapidly and it was mainly due to the incapability of administrators and the administrative system.
3) Till the 1960s, Public Administration was considered as the maintainer of the status-quo, benefiting the elite class. So, there was an urgent need to meet the needs of the common people.
4) Traditional Public Administration gave importance to ‘‘administration’’ rather than the ‘‘public’’ and service efficiency. It emphasized principles and procedures, rather than values, efficiency and economy.

Scholars opined that public administration should act as the bearer of social change. It was a move to make public administration more people friendly. So, there was a need to rethink about the concept of Public

Administration.

3.4 EVOLUTION AND GROWTH OF NPA

The factors mentioned in the previous section were found responsible in floating a new concept like NPA in public administration. However, some landmark events contributed in shaping the NPA movement profusely which are discussed below.

- **Major Landmarks in the growth of New Public Administration:** The term "New Public Administration" gained greater currency as a result of the following incidents:
  1) The Honey Report of Higher Education for public service, 1967, in USA;
  2) The Philadelphia Conference on the Theory and Practice of Public Administration 1967, USA.
  3) The Minnowbrook conference 1968, USA
  4) Publication of "Towards a New Public Administration: Minnowbrook Perspective" edited by Frank Marini (1971).
  5) Publication of "Public Administration in a Time of Turbulence" edited by Dwight Waldo (1971).

The above mentioned landmark events towards the formulation of the New Public Administration can be discussed in some details as follow:

1) The Honey Report of higher education for public service, 1967, in USA: In 1966, an affiliate of the American Society for Public Administration asked John C. Honey of the Syracuse University to undertake an evolution of the study of public administration as a field of study in the US universities. Accordingly, John C. Honey prepared his report in 1967. The report made 11-point recommendations and sought to broaden the scope of the discipline of public administration.

The report highlighted institutional shortcomings in the area of public administration and lack of communication between the scholars of public administration and the practising administrators. It also dealt with the question of uncertainties and confusion over the status of the discipline. Importantly, it identified four major problems confronting the discipline

which required immediate action on them. They were:

a) Lack of sufficient funds at the disposal of the department;
b) Confusion and uncertainty over the status of public administration especially whether it is a discipline, science or profession;
c) Institutional shortcomings, mainly the inadequacy of public administration departments; and
d) Communication gap between scholars of public administration and practising administrators.

The Honey Report, in fact, aroused interest as well as controversy in the USA. The report induced a number of scholars to think immensely about the place and role of public administration in the society. It acted as a catalyst in encouraging discussion on its adequacy and in resolving societal problems thereby providing an impetus to the concept of New Public Administration.

2) **The Philadelphia Conference on the Theory and Practice of Public Administration 1967, USA:** The American Academy of Political and Social Science organized a conference in Philadelphia in December, 1967 to discuss the topic ‘‘The Theory and Practice of Public Administration: Scope, Objectives and Methods’’. Varied views were expressed at the conference by the participants. Public administration was viewed as an academic discipline, both as a field of study as well as a profession. Some defined public administration as administration for ‘‘public interest’’ while others called it ‘‘governmental administration’’. In fact, there was disagreement regarding the definition of public administration at the conference.

However, the conference expressed the viewpoint that with the progressive transformation of the concept of state from police state to welfare state, responsibilities of administration have increased manifold. At present, administration is involved in both the policy formulation and policy implementation at various stages. In view of the socio-economic disparities, public administration should pay increasing attention to social problems and should promote social equity. The Philadelphia Conference was considered as the predecessor of the Minnowbrook Conference of

1968.

3) **The Minnowbrook Conference-I, 1968, USA:** The Minnowbrook Conference-I may rightly be credited with the honour of having produced the first coherent grammar of New Public Administration. In fact, the conference was a youth conference and an academic get together which gave rise to what has come to be known as ‘‘New Public Administration’’. It was the first conference held under the patronage of Dwight Waldo which had sought to give a new image to public administration as a subject actively concerned with the problems of the society and full of reformist intentions.

Thus, the conference was helpful in bringing about a new phase in public administration characterized by value, relevance, equity and change. Public interest became the central concern of public administration. The conference not only reaffirmed the irrelevance of the traditional techniques of public administration, but also stressed the obligations of public administrators to be concerned with values, ethics and morality in dealing with the challenges of society. It put more emphasis on a normative approach in place of the value-free approaches to the study of public administration.

4) **Publication of ‘‘Towards a New Public Administration: Minnowbrook Perspective’’ edited by Frank Marini (1971):** The Minnowbrook Conference was a landmark event in the emergence of New Public Administration. In fact, the Minnowbrook ideas found wider circulation through a number of works including ‘‘Towards a New Public Administration: Minnowbrook Perspective” edited by Frank Marini, 1971. This was the first published work on New Public Administration and thus proved a pioneer in the field.

5) **Publication of “Public Administration in a Time of Turbulence” edited by Dwight Waldo (1971):** The first publication was followed by another work carrying forward the same trend published simultaneously in 1971. It was ‘‘Public Administration in a Time of Turbulence” edited by Dwight Waldo, 1971. The book represented the idea of an academic get together in public administration held at Minnowbrook.

Since then several articles have appeared to give a new shape to

idea of New Public Administration. However, no serious publication was there except H. George Frederickson's "New Public Administration" published in 1980. The publication provided inspiration for further study of New Public Administration.

6) **The Minnowbrook Conference-II (1988):** The Minnowbrook-II Conference held in September 1988, at Syracuse University was another landmark event towards the evolution of New Public Administration. It is landmark in the sense that the term New Public Administration was first used by the enthusiasts and scholars of political science and administrators in 1971 and again in 1988. The purpose of the second conference was to reflect upon the impact of Minnowbrook-I. It brought together scholars of the 1980s and the earlier generation to discuss the impact of NPA and to address other important issues at Minnowbrook-I.

   The conference gave birth to a new approach called "New Public Management'' (NPM). Its emergence reflected the changes that took place in the western nations. Because, state as a major dispenser of social justice had been increasingly questioned across the globe since the late 1970s. The popular mood was against the state for its poor performance in social, political and economic spheres. Similarly, in the late 1980s and early 1990s public sector management in the western world underwent a massive change.

   Thus, the NPM is primarily concerned with providing quality services to citizens: ensuring greater autonomy to public management, rewarding organizations and individuals on the basis of fulfilling their targets; and, keeping an open-minded attitude for the private sector.

7) **The Minnowbrook Conference-III (2008):** The Minnowbrook-III Conference is another landmark event in the evolution of the discipline as a field of enquiry. Conference III reflected the genuine concern of those seeking to conceptualize public administration as an organic discipline that was equipped adequately to respond to the new demands of global human concern. Primarily the scholars focused on four specific areas of 'discomfort' that appeared to have been critical in contemporary research in public administration. These four specific areas of concerns

related to:

a) The nature and scope of the discipline in the changed environment of a globalizing world.

b) The complexities of the market-oriented New Public Management,

c) The impact of inter-disciplinary borrowing on the methodological core of the discipline,

d) The growing importance of networked governance and collaborative public management in re-conceptualizing public administration in a rapidly changing socio-economic and political environment.

The Minnowbrook Conference-III has tried to rearticulate its "human face'' that was significantly undermined in the second Minnowbrook Conference of 1988. In the debates, the participants highlighted the importance of being truly "multi-disciplinary" in order to understand the complexities in public administration that would remain unaddressed within the traditional perspective. The conference was an effort to make the discipline relevant and meaningful in addressing contemporary human concerns. It was also an effort to rediscover the "publicness'' of public administration.



CHECK YOUR PROGRESS

Q.1: Mention any four reasons for the emergence of New Public Administration.

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Q.2: Write about the Minnowbrook Conference-I, 1968, USA.

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3.5 MEANING OF NEW PUBLIC ADMINISTRATION

New Public Administration (NPA) stands as anti-positivist, anti-technical and anti-hierarchical and thus it is different from traditional Public Administration. NPA is responsive to the needs of the people.

A group of young American scholars spoke against the contemporary nature of the discipline of public administration. At the Minnowbrook Conference (1968) they advocated for what is known as ‘‘New Public Administration’’ to make the study and practice of the discipline relevant to the demands of the post-industrial society. The conference was truly a wake-up call for the theorists and the practitioners to make the discipline socially relevant. These developments coupled with a deep sense of dissatisfaction among the practitioners regarding the present state of Public Administration, especially for its undue stress on efficiency and economy, led to a new approach popularly known as the ‘‘New Public Administration’’.

The concept of NPA, in a nutshell, states that public administration does not function in vacuum and the administration should be responsive towards the needs of the society and address the problems and malaises that afflict the society.

- **Main exponents of New Public Administration:** The main exponents of NPA were D. Waldo, Frank Marini, George Frederickson and Joseph

Uvages, Charles Lindbloom and Vincent Ostrom etc.

3.5.1 Major Goals and Objectives of New Public Administration

The protagonists of NPA expressed their dissatisfaction with the state of the discipline of public administration. They opposed the existing system of administration as traditionally organized. As such, the major goals and objectives of the NPA may be summarized as follows:

There were four goals and three anti-goals of New Public Administration. In order to achieve these goals, the authors put forth 4 solutions which have been referred to and popularly called the 4 D's-decentralization, debureaucratisation, delegation and democratization.

Frank Marini summarized the themes of NPA under 5 heads– (a) relevance, (b) values, (c) social equity, (d) change and (e) client-focus. A thinker like Golembiewski also says that these five goals provided positive perspective to NPA.

In addition to the above, NPA advocates three anti-goals and hence its literature is called, 'anti-positivist'. They include–

1) Rejecting a definition of public administration as value-free. Thus, public administration should be value oriented.
2) Rejection of a rationalist and perhaps deterministic view of human kind since human behaviour is quite unpredictable. Public Administration studies should focus on what administration should become instead of what administration should be.
3) Rejecting politics-administration dichotomy since administrators today are involved in policy formulation and policy implementation at all the stages.

The overall focus in NPA movement seems to be to make administration less "generic" and more 'public' less 'descriptive' and more 'prescriptive', less 'institution-oriented' and more 'client-oriented', less 'neutral' and more 'normative', but it should be no

less scientific nevertheless.

Besides the above, the other objectives of NPA are:

a) To focus on the need to abandon value-free and value-neutral research in administration;
b) To lay stress on contemporary issues and problems;
c) Public Administrators should become active agents of economic and social change;
d) To cultivate an approach focusing on social equity;
e) Not to consider human beings as static factors of production. They are anti-technical which means that human beings cannot be treated as machines.

- **Goals of New Public Administration:** The major elements of NPA are its concerns for the societal problems of the day. Its parameters are relevance, anti-positivism, morals, ethics and values, innovation, client-centeredness, social equity, etc. The chief goals of NPA are discussed as follows:

  1) Relevance: Public Administration as a subject of study has been criticized for not focusing on issues and problems of contemporary social problems. Because of this, the Minnowbrook conference 1968 laid emphasis on the adoption of policy-oriented public administration. There had been renewed emphasis on being sensitive to the contemporary societal problems. The scholars were of the opinion that public administration cannot be instrumental in vacuum. Instead it should actively engage itself in the problems confronting the present society.

  2) Values: The NPA as a movement is critical of value neutrality or value-free nature of public administration. It tries to avoid the concept of value-free social science. Rather, NPA strives to bring values back into the realm of public administration. Values need to be incorporated in the policy making process.

  3) Social equity: The advocates of NPA asserted that the guiding force for public administration should be social equity.

Obviously, it means that the administrators should work and become agents of socio-economic development of the less privileged groups. The performance of administrators was to be judged not in terms of growth but it had to be sensitive to the aspect of social equity.

4) **Change:** As opposed to status quo, the NPA lays emphasis on change. It includes reorientation of policy issues and decisions affecting citizens. It also incorporates the means of bringing about formal changes in the administrative machinery by introducing new ideas.
5) **Moral basis:** The basis of NPA is its morals. The administrators will have the moral obligations to protect and promote the interest of different groups in the society.
6) **Ethical basis:** Another characteristic of NPA is the ethical basis of administrative functioning. Its main objective is to work for the establishment of justice. It focuses on the central role of personal and organizational values or ethics. NPA is thus, considered as an agent of development and social justice.
7) **Client-centered:** NPA is concerned with adopting a client-centered approach. This implies that the administrators should provide people's participation in the process of decision making. It calls for providing the people a major voice in the administration.
8) **Anti-positivist:** NPA is anti-positivist in the sense that it overtly denies the definition of public administration as value-free and rejects it if it is not properly connected with policy.



9) Innovation: NPA stresses on innovation and change.

CHECK YOUR PROGRESS

Q.3: Explain any four goals of New Public Administration.

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3.6 LIMITATIONS AND CONTRIBUTIONS OF NEW PUBLIC ADMINISTRATION

Limitations of NPA: New Public Administration was also not free from critics. Some of the limitations are as follows:

- Firstly, critics say that NPA was a product of its own age and no longer remains a new concept at present.
- Secondly, the Minnowbrook Conference 1968 had been questioned by critics for not coming up with constructive solutions regarding the problems of public administration.
- Thirdly, NPA has been criticized as anti-theoretic, anti-positivist and anti-management.
- Fourthly, Golembiewski considered NPA as a temporary and transitional phenomenon. For him, a value free science should be the central target.

- Fifthly, NPA raised issues that had been raised earlier too and did not succeed in addressing them.
- Lastly, with the emergence of New Public Management and Good Governance, the concept of New Public administration has lost its relevance in today's world, etc.

Contributions of NPA: Some of the contributions of New Public Administration are as follows:

Despite limitations, the importance of NPA cannot be denied. Some of its contributions towards the evolution of the discipline of public administration are:

1) The positive value of NPA lies in bringing public administration closer to political science.
2) The client-centered, normative and socially conscious public administration is of direct relevance to the Third World countries, where public administration is in dire need of de-bureaucratization and basic qualitative transformation. It is said that NPA makes a shift in focus from positivist behavioural formalistic concerns, towards more basic, socially relevant issues.
3) D.Waldo in his work "Enterprise of Public Administration" (1980) has identified positive and negative feature of NPA. Positively, it is some sort of a movement in the direction of normative theory, philosophy, social concern and activism. He pointed out NPA projects three perspectives clearly– a) client-oriented bureaucracy, b) representative bureaucracy and c) people's participation.
4) NPA is not new in content and its ideas are old, but presented in an integrated manner. For instance, several of its ideas like change orientation and client-orientation were earlier brought out by development administration. Organizational development movement of the 1950s called for organizational democracy. Politics-administration dichotomy was rejected by F. M. Mark and Simon. But, credit goes to NPA for bringing all these concepts together.
5) The concept of NPA provided a new identity to public administration.

Earlier public administration was merged into political science and generic management.

Thus, NPA marked a turning point in the growth of the discipline of public administration and has sought to bring the discipline closer to the society. With the emergence of NPA, the questions of values and ethics have remained a focal topic of public administration.



CHECK YOUR PROGRESS

Q.4: Mention any two limitations of NPA.

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Q.5: Mention any two contributions of NPA.

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3.7 LET US SUM UP

- The late 1960s were a period of turbulence for the American society.

Public Administration was criticized severely for being ineffective, inefficient and irresponsive to the contemporary challenges. A group of young American scholars spoke against the contemporary nature of the discipline. They demanded for making Public Administration relevant to the contemporary issues.

- Scholars opined that the public administration should act as the bearer of social change. It was a move to make public administration more people friendly. So, there was a need to rethink about the concept of Public Administration.
- The term New Public administration gained greater currency as a result of the following certain incidents including the Honey Report of Higher Education for public service, 1967, in USA; the Philadelphia Conference on the Theory and Practice of Public Administration 1967, USA; the Minnowbrook conference 1968, USA; Publication of ''Towards a New Public Administration: Minnowbrook Perspective'' edited by Frank Marini (1971); Publication of ''Public Administration'' in a ''Time of Turbulence'' edited by Dwight Waldo (1971).
- New Public Administration stands as anti-positivist, anti-technical and anti-hierarchical and thus it is different from Traditional Public Administration. It takes care of the needs of the people, the changing concept of society and NPA tries to solve the difficulties that administration faces.
- A group of young American scholars spoke against the contemporary nature of the discipline. At the Minnowbrook Conference (1968) they advocated for what is known as 'New Public Administration' to make the study and practice of the discipline relevant to the demands of the post-industrial society. The conference was truly a wake-up call for the theorists and the practitioners to make the discipline socially relevant. These developments coupled with a deep sense of dissatisfaction among the practitioners regarding the present state of Public Administration, especially its love for efficiency and economy led to a new approach popularly known as the ''New Public Administration''.
- The main exponents of NPA were D. Waldo, Frank Marini, George Frederickson and Joseph Uvages, Charles Lindbloom and Vincent

Ostrom etc.

- There were four goals and three anti-goals of New Public Administration. In order to achieve these goals, the authors put forth 4 solutions which have been referred to and popularly called the 4 D's-decentralization, debureaucratisation, delegation and democratization.
- Frank Marini summarized the themes of NPA under 5 heads– (a) relevance, (b) values, (c) social equity, (d) change and (e) client-focus.
- In addition to the above, NPA advocates three anti-goals and hence its literature is called, 'anti-positivist'. They include- Rejecting a definition of public administration as value-free; Rejection of a rationalist and perhaps deterministic view of human kind since human behaviour is quite unpredictable; Public Administration studies should focus on what administration should become instead of what administration should be; Rejecting politics-administration dichotomy since administrators today are involved in policy formulation and policy implementation at all the stages.



- The major elements of NPA are its concern for the societal problems of the day. Its parameters are relevance, anti-positivism, morals, ethics and values, innovation, client-centered approach, social equity, etc.

3.8 FURTHER READING

1) Basu, Rumki (2004). *Public Administration-Concepts and Theories*. New Delhi: Sterling Publishers Private Limited.

2) Bhagwan, Vishnoo and Bhushan, Vidya (2007). *Public Administration*. New Delhi: S. Chand & Company Ltd.



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4) Naidu, S. P. (2005). *Public Administarion– Concepts and Theories*. New Delhi: New Age International (P) Ltd.

5) Sharma, Dr. M. P. & Sadana, Dr. B. L. (2000). *Public Administration in*

Theory and Practice. Allahabad: Kitab Mahal.

3.9 ANSWERS TO CHECK YOUR PROGRESS

Ans. to Q. No. 1: a) Many administrative agencies found difficulties to accomplish their tasks in absence of effective and efficient administration and there was a need of an effective, efficient administration.

b) After the World War II, the problem of unemployment, poverty and population increased rapidly and it was mainly due to the incapability of administrators and the administrative system.

c) Till the 1960's, Public Administration was considered as the maintainer of status-quo, benefiting the elite class. So, there was an urgent need to meet the needs of the common people.

d) Traditional Public Administration gave importance to "administration" rather the "public" and their service efficiency. It emphasized on principles, procedures, rather than the values, efficiency and economy.

Ans. to Q. No. 2: The Minnowbrook Conference-I may rightly be credited with the honour of having produced the first coherent grammar of New Public Administration. In fact, the conference was the youth conference and academic get together which gave rise to what has come to be known as "New Public Administration". It was the first conference held under the patronage of Dwight Waldo which had sought to give a new image to public administration as a subject actively concerned with the problems of the society and full of reformist intentions.

Thus, the conference was helpful in bringing about a new phase in public administration characterized by value, relevance, equity and change. Public interest became the central concern of public administration. The conference not only reaffirmed the irrelevance of the traditional techniques of public administration, but also stressed

the obligations of public administrators to be concerned with values, ethics and morality in dealing with the challenges of society. It put more emphasis on a normative approach in place of the value-free approaches to the study of public administration.

Ans. to Q. No. 3: a) Relevance: Public Administration as a subject of study has been criticized for not focusing on issues and problems of contemporary social problems. Because of this, the Minnowbrook conference 1968 laid emphasis on the adoption of policy-oriented public administration. There had been renewed emphasis on being sensitive to the contemporary societal problems. The scholars were of the opinion that public administration cannot be instrumental in vacuum. Instead it should actively engage itself in the problem confronting present society.

b) Values: The NPA as a movement is critical of the neutrality or value-free nature of public administration. It tries to avoid the concept of the value-free social science. Rather NPA strives to bring values back into the realm of public administration. Values need to be incorporated in the policy making process.

c) Social equity: The advocates of NPA asserted that the guiding force for public administration should be the social equity. Obviously, it means that the administrators should work and become agents of socio-economic development of the less privileged groups. The performance of administrators was to be judged not in terms of growth but it had to be sensitive to the aspect of social equity.

d) Change: As opposed to status quo, the NPA emphasizes on change. It includes reorientation of policy issues and decisions affecting citizens. It also incorporates the means of bringing about formal changes in the administrative machinery by introducing new ideas.

Ans. to Q. No. 4: a) Critics say that every phase has its own time and thus NPA had also a time of its genesis and no longer remains as a new concept at present.

b) The Minnowbrook Conference 1968 had been questioned by critics for not coming with constructive solutions regarding the problems of public administration.

Ans. to Q. No. 5: a) The client-centered, normative and socially conscious public administration is of direct relevance for the Third World countries, where public administration is in dire need of de-bureaucratization and basic qualitative transformation. It is said that NPA makes a shift in focus from positivist behavioural formalistic concerns, towards more basic, socially relevant issues.



b) NPA is not new in content and its ideas are old, but presented in an integrated manner. For instance, several of its ideas like change orientation and client-orientation were earlier brought out by development administration. Organizational development movement of the 1950s called for organizational democracy. Politics-administration dichotomy was rejected by F. M. Mark and Simon. But credit goes to NPA for bringing them all together.

3.10 POSSIBLE QUESTIONS

Q.1: Explain the factors leading to the emergence of New Public Administration.

Q.2: Discuss the major landmarks in the field of New Public Administration.

Q.3: Discuss the characteristics of New Public Administration.

Q.4: Write about the limitations and contribution of New Public Administration.

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UNIT 4: NEW PUBLIC MANAGEMENT

UNIT STRUCTURE

4.1 Learning Objectives

4.2 Introduction

4.3 New Public Management: Meaning and Development

4.4 Importance of New Public Management

4.4.1 Difference between New Public Management and New Public Administration

4.5 Let Us Sum Up

4.6 Further Reading

4.7 Answers to Check Your Progress

4.8 Possible Questions

4.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the development of the concept of New Public Management.
- explain the different aspects of New Public Management.
- discuss the differences between New Public Management and New Public Administration.

4.2 INTRODUCTION

The concept of New Public Management first emerged in the United Kingdom under the leadership of Prime Minister Margaret Thatcher. In the earlier times, the area of administration was stagnant, slow, corrupted and unsystematic. Thatcher drove changes in public management policy in such areas as organizational methods, civil service, labour relations, expenditure planning, financial management, audit, evaluation, and procurement and tried to bring in certain fresh changes in Public Administration.

4.3 NEW PUBLIC MANAGEMENT: MEANING AND DEVELOPMENT

The concept of New Public Management emerged in the beginning of the 1990s in response to the weaknesses or failures of traditional state bureaucracy, especially in terms of its monopolistic nature, unruly size, managerial incompetence, public inaccessibility, economic lethargy, excessive corruption, and self-serving agenda. The transformation of economies as a result of changing needs of the market and to opt for a better customer oriented approach had raised various concerns about the failure of the 'traditional' state model to implement appropriate policies and deliver effective services. A need for developing an alternative model of administration was being felt and as such, debates and discussions emerged among academicians and public administrators. The discussions mainly centered around making a deliberate conscious choice between the 'old' public administration which relied on bureaucratic efficiency and to choose a new perspective of public administration with a significant management orientation which is labelled as "New Public Management" (NPM). Therefore, it can be said that the concept of New Public Management actually represents a paradigm shift from a traditional model of public administration, dominant for most of the 20th century to managerialism or what is popularly known as New Public Management. This new approach manifests a change in the role of government and bureaucracy in society and the relationship between government and the public.

- *Reasons for Emergence of New Public Management:* The years of late 1980s and early 1990s witnessed tremendous changes in the paradigm of Public Administration.

  The various factors behind the emergence of New Public Management are:

  1) Increase in expenditure of the Government that brought to light corruption and inefficiencies in governmental operations.
  2) The influence of neo-liberalism promotes the efficient functioning of markets.

3) Increased impact of New Right Philosophy which considered the markets to play a key role in the creation of economic wealth and employment. Excessive dependence on the state was considered inappropriate and it opted for a lesser role of the state and promoted self-reliance.
4) Public Choice Approach which led to the new paradigm of government to be more conscious of market forces, which meant remodelling the government according to concepts of competition and efficiency.
5) Increased competition nationally and internationally in providing goods and services.
6) Globalization as a result of knowledge revolution and technological revolution.

- *Focus of New Public Management:*

  New Public Management focuses on:

1) Achievement of three essentials namely, Efficiency, Economy and Effectiveness
2) It focuses on management to be more participative in nature.
3) Gives importance to consumer interests, stakeholders' interest, quality of service.
4) The government should adopt an entrepreneurial role to address increasing competition.
5) To establish a correlative relationship between the public sector, private sector, NGOs, voluntary organizations, civil society, etc.



CHECK YOUR PROGRESS

Q.1: When did the concept of New Public Management develop?

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Q.2: Mention any two factors behind the emergence of New Public Management.

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Q.3: Write a short note on the development of New Public Management. (within 50 words).

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Q.4: Mention the three Essentials of New Public Management?

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4.4 IMPORTANCE OF NEW PUBLIC MANAGEMENT

The development of New Public Management as a new paradigm in the discipline of administration brought about considerable changes in the administrative systems of the developed as well as developing countries. The importance of New Public Management could be assessed by way of discussing its sailent features.

The following are the basic featurs of New Public Management:

1) Reorienting the role of the Government– New Public Management seeks to readjust the role of the government towards providing goods and services by giving the state only the responsibility of primarily regulating the market rather than service delivery. Governments should facilitate and guide rather than be the direct provider of goods and services.

2) Client Oriented Administration– The public organizations should be more client oriented rather than procedure oriented. Public administration has to be result-oriented rather than procedure-oriented to avoid lethargy.
3) Culture of Decentralization– A culture of Decentralization and managerial autonomy was advocated by New Public Management to make sure that decisions are made closer to the people. This will make it more effective.
4) Flexibility– Administration has to be flexible to make it suitable for the changing conditions because the earlier form of administration was very rigid.
5) Performance Improvement– The management concepts need to be performed efficiently and effectively with utilization of both human and physical resources. Further, the management should also take steps to innovate and to improve performance incorporating tenets of both private and public administration.
6) Competition for the benefit of the state– Wherever possible, the government should try to induce competition in the delivery of goods and services, not only among the private firms but also the public sector agencies should compete with each other so that the employees and management have motivation to improve their services.
7) Accountability of the public managers– Accountability of the administration should be increased through greater participation of the public to ensure a transparent administration. Regular reporting, monitoring and audit systems will also help in ensuring accountability.
8) Decentralized Administration– Large scale organizations should be re-organized into smaller ones with clear autonomy and result orientation.
9) Perfomance Enhancement– Performance standards should be set up against which the performance of public sector organizations could be measured and timely corrective action could be taken.

New Public Management is often mistakenly compared to New Public Administration. The main thrust of the New Public Administration movement was to bring academic public administration closer to the society by offering solutions to meet contemporary challenges. By contrast, the emphasis of

the New Public Management movement was firmly managerial in the sense that it stressed the difference that management could and should make improve the quality and efficiency of public services. The following are the differences between the two concepts:

4.4.1 Difference between New Public Management and New Public Administration

NEW PUBLIC ADMINISTRATION	NEW PUBLIC MANAGEMENT
i) Emphasis on process of accountability by way of determining policy, procedures, goals and objectives.	i) Emphasizes role of results accountability by carrying out the policy, procedures, goals and objectives.
ii) Anonymity for actions is always ensured.	ii) Personal accountability is fixed for actions of the agencies.
iii) Dictated by political leadership for macro and micro aspects.	iii) Political leadership is concerned only with macro policies and goals.
iv) Focus is on organized structure and processes.	iv) Focus is on performance orientation.
v) Focus is on public bureaucracy only.	v) Explores problems from many different disciplinary perspectives.
vi) Bureaucratic management practices.	vi) Professional management practices.
vii) Aggregation into a single central department.	vii) Disaggregation of units in the public sector.
viii) Focus is on administration with attitude of superiority, hierarchy, control etc.	viii) Focus on management with participative nature from both sides Outward looking organizations.
ix) Inward looking organizations Irrational resource use.	ix) Greater discipline and generosity in resource use.



CHECK YOUR PROGRESS

Q.5: New Public Management is performance oriented. (True/False)

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Q.6: Governments should ..... i.e. facilitate and guide rather than ..... i.e. direct provider of goods and services. (Fill in the Blank)

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Q.7: Write any two features of New Public Management.

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4.5 LET US SUM UP

- The concept of New Public Management first emerged in the United Kingdom under the leadership of Prime Minister Margaret Thatcher.
- The concept of New Public Management emerged in the beginning of the 1990s in response to the weaknesses or failures of traditional state bureaucracy, especially in terms of its monopolistic nature, unruly size, managerial incompetence, public inaccessibility, economic lethargy, excessive corruption, and self-serving agenda.
- The concept of New Public Management actually represents a paradigm shift from a traditional model of public administration, dominant for most of the 20th century to managerialism or what is popularly known as the New Public Management.
- Several factors have contributed to emergence of New Public Management such as - Increase in expenditure of the Government that brought to light corruption and inefficiencies in governmental operations; The influence of neo-liberalism promotes the efficient functioning of markets; Increased impact of New Right Philosophy which considered

the markets to play a key role in the creation of economic wealth and employment; Public Choice Approach which led to the new paradigm of government to be more conscious of market forces, which meant remodelling the government according to concepts of competition and efficiency; Increased competition nationally and internationally in providing goods and services and Globalization as a result of knowledge revolution and technological revolution.

- New Public Management focuses on- Achievement of three essentials namely, Efficiency, Economy and Effectiveness; It focuses on management to be more participative in nature; Gives importance to consumer interests, stakeholders' interest, quality of service; The government should adopt an entrepreneurial role to address increasing competition; To establish a correlative relationship between the public sector, private sector, NGOs, voluntary organizations, civil society, etc.



4.6 FURTHER READING

1) Bhattacharya, Mohit (1999). *Restructuring Public Administration* (Essays in Rehabilitation), New Delhi: Jawahar Publishers.
2) Bhattacharya, Mohit (2001). *New Horizons of Public Administration*. New Delhi: Jawahar Publishers.
3) Christopher, Hood and Michael Jackson (1991). *Administrative Argument*. Dartmouth: Aldershot.
4) Maheswari, Shriram (2003). *Administrative Theory: An Introduction*. (2nd Edition). New Delhi: Macmillan.



4.7 ANSWERS TO CHECK YOUR PROGRESS

Ans. to Q. No. 1: The concept of New Public Management emerged in the beginning of the 1990s in response to the weaknesses or failures of traditional state bureaucracy, especially in terms of its monopolistic

nature, unruly size, managerial incompetence, public inaccessibility, economic lethargy, excessive corruption, and self-serving agenda.

Ans. to Q. No. 2: a) Increase in expenditure of the Government that brought to light corruption and inefficiencies in governmental operations.

b) The influence of neo-liberalism promotes the efficient functioning of markets.

Ans. to Q. No. 3: The concept of New Public Management emerged in the beginning of the 1990s in response to the weaknesses or failures of traditional state bureaucracy, especially in terms of its monopolistic nature, unruly size, managerial incompetence, public inaccessibility, economic lethargy, excessive corruption, and self-serving agenda. The transformation of economies as a result of changing needs of the market and to opt for a better customer oriented had raised various concerns about the failure of the 'traditional' state model to implement appropriate policies and deliver effective services. A need for developing an alternative model of administration was being felt and as such, debates and discussions emerged between academicians and political administrators and thus a new form of administration developed.

Ans. to Q. No. 4: Efficiency, Economy and Effectiveness

Ans. to Q. No. 5: True

Ans. to Q. No. 6: steer , row

Ans. to Q. No. 7: a) Reorienting the role of the Government– New Public Management seeks to readjust the role of the government towards providing goods and services by giving the state only the responsibility of primarily regulating the market rather than service delivery. Governments should facilitate and guide rather than be the direct provider of goods and services.

b) Client Oriented Administration– The public organizations should be more client oriented rather than procedure oriented. Public administration has to be result-oriented rather than procedure-oriented to avoid lethargy.



4.8 POSSIBLE QUESTIONS

Q.1: Who first put forward the concept of New Public Management?

Q.2: In which year did New Public Management develop?

Q.3: Write a brief note on the development of New Public Administration

Q.4: Write short notes on (a) Decentralization (b) Accountability

Q.5: Discuss the differences between New Public Administration and New Public Management.

Q.6: Discuss the features of New Public Management.

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UNIT 5: DEVELOPMENT ADMINISTRATION

UNIT STRUCTURE

5.1 Learning Objectives

5.2 Introduction

5.3 Meaning and Origin of Development Administration

5.4 Salient Features of Development Administration

5.4.1 Role of Bureaucracy in Development Administration

5.5 Difference between Traditional Public Administration and Development Administration

5.6 Let us Sum up

5.7 Further Reading

5.8 Answers to Check Your Progress

5.9 Possible Questions

5.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the development of the concept of Development Administration
- explain the different aspects of Development Administration
- discuss the differences between New Public Management and traditional Public Administration.

5.2 INTRODUCTION

In the recent past, the governments in most of the developed and developing nations have shifted their focus on the topic of development by means of planned change and people's participation. This change was a result of the fact that traditional administration was found to be limited in its scope and premises. Therefore, along with the shift of focus of administration from traditional law and order administration to developmental objectives, the researchers and practitioners of Public Administration have been required to conceptualise the developmental situation and to bridge the gaps in administrative theory. As such, the concept of Development Administration

developed. Development Administration is about projects, programmes, policies and ideas, which are focused at developing a nation, with the point of view of socio-economic and socio-political development of the society in general along with the cooperation of talented and skilled bureaucrats.

5.3 MEANING AND ORIGIN OF DEVELOPMENT ADMINISTRATION

Development Administration is a 20th century concept. The concept of Development Administration is a development of the post 1945 era. The term ''Development Administration'' came into use in the 1950s to represent those aspects of public administration and those changes in public administration, which are needed to carry out policies, projects, and programs to improve social and economic conditions. It was an attempt to make public administration more goal oriented and democratically driven. The concept of Development Adminsiatrion was first explained by Edward Weidner. However, the term "Development Adminstration" was first used by the Indian civil servant U. L. Goswami in 1955 in his article "The Structure of Development Administration in India''. The concept is largely focussed to evolve developmental programmes and policies suitable for developing and developed countries. Development of administration means certain cultural changes in the paradigm of administration to make it more efficient and effective. For that purpose, it has to aim at enlargement of administrative capabilities to ensure structural and behavioural changes. It is this aspect of administration that is called administrative development or development of administration. In simple terms, it means development of administrative system in a way that it is able to achieve the goals of national development and national welfare more effectively in countries of the developing world.

The purpose of this concept is to bring about fundamental changes in administration that leads to:

1) Political Development,
2) Economic Growth,
3) Social Change.

Development economist Kempe Ronald Hope in his article, ''The Dynamics of Development'' has pointed out three reasons for the

development of ‘‘Development Administration’’ as a new discipline as well as an approach.

They are:

a) Role of CAG (The Comparative Administration Group; between 1962-71) headed by F. W. Riggs and supported by The Ford Foundation of America. The group conducted extensive studies and published several papers supporting the third world countries in their process of development.

b) The prescriptive nature of Development Administration suggested easy ways to overcome administrative problems in the way of operationalizing administrative doctrines.

c) As an approach the new tendency of development administration demanded ‘‘administered social change’’.

Professor John Montgomery defined Development Administration as, ‘‘Carrying planned change in the economy or capital infrastructure and to a lesser extent in the social services especially, health and education’’.

The following **factors** are responsible for the emergence of the concept of Development Administration:

1) Emergence of newly independent developing countries: Development administration as a movement was a response to the emergence of the ‘‘newly independent states’’ in Asia and Africa, and they were trying to address the problems of poverty, unemployment, illiteracy, malnutrition etc. The governments in these countries were entrusted with an agency role of welfare and development.

2) Development schemes in the developing countries: Most developing countries have realised that national development is essentially an integrated process of change and is directed towards transforming the entire society, integrating its economic, social, political and administrative aspects, for an all-round, balanced development.

3) Establishment of Comparative Administration Group: D. Waldo, Fred Riggs, Weidner in the year 1968 attempted to define Public Administration in the Minnowbrook Conference. They focussed on the concept of development administration, in different ecological

settings in order to achieve a set of social goals. The CAG attempted to make a comparative study of Public Administration in the developed nations as well as developing nations of the world. Hereafter, public administration came to be treated as a tool for ensuring development in developing and underdeveloped nations.

4) Administration as a means of social transformation: Development administration is not simply just the application of administrative theories for the improvement of administrative machinery alone. It is a genuine method for social transformation as well. It follows an evolutionary process though which transformation of society is made possible. Development Administration is characterised by innovation and dynamism at all levels of planning so as to establish a new social order based on the effective use of human and material resources.



CHECK YOUR PROGRESS

Q.1: When did the concept of Development Administration develop?

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Q.2: The ..... was headed by F. W. Riggs. (Fill in the Blank)

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Q.3: Write a short note on the development of Development Administration. (within 50 words).

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5.4 SALIENT FEATURES OF DEVELOPMENT ADMINISTRATION

The essence of Development Administration is to bring about change and facilitate people and work for the betterment of the society through integrated, organised and properly directed governmental action.

The following are the features of Development Administration:

- **Change-Oriented:** Development Administration is a change-oriented administration. Traditional administration was oriented towards the maintenance of stability and status quo. Thus, a development administrative system would be dynamic and not 'static'. The change is actually a strategy for increasing the coping ability of an administrative system in relation to its external environment. Development administration aims at establishing a new social order in which growth and distributive justice prevails side by side. Accordingly, development administration involves bringing about structural reorganization of administration, launching innovative programmes to remove unemployment, increasing industrial and agricultural productivity, eradication of poverty, etc.
- **Goal-Orientated:** Development administration is ''goal-oriented'' administration. It is the means through which the goals of development like social justice, modernisation, industrialisation and economic growth can be achieved. As developing countries are facing a host of socio-economic problems, the administration has to set definite priorities and goals and aim at achieving the same within stipulated targets. Development administration is the means through which the goals of development are achieved. These goals include equity, social justice, modernisation, equitable distribution of income and wealth, increasing industrial and agricultural growth, generation of employment, etc.
- **Progressive Administration:** Development administration focuses on progressive thought and action. It is interested in identifying and applying new and innovative structures, methods, procedures, techniques, policies, planning projects and programmes so that the objectives and goals of development are achieved with minimum possible resources and time. The Government of India has undertaken a host of schemes like IRDP (Integrated Rural Development Programme), TRYSEM (Training Rural Youth for Self Employment), NREP (National Rural Employment Programme), DWACRA (Development of Women and Children in Rural Areas), Tribal Development Programmes, with a view

to ensuring the development of socially and educationally backward sections, equipping the youth with proper skills, etc.

- **Client-Oriented Administration:** Development being a process of social and economic change, client satisfaction in the task of administration is vital. The public servants must be able to fulfil the needs of the people by effectively implementing the various schemes and programmes aimed at the socio-economic uplift of the various target groups. The main concern of the public servants must be to ensure that the beneficiaries of the various governmental schemes and programmes are served in an effective manner.
- **Effective Co-ordination:** Development administration is characterised by a high degree of coordination or integration. In a development administrative situation, coordination is required to be affected at various levels, among different organisations and units among various positions and functionaries and among the resources available for the achievement of goals. This is necessary for avoiding wastage in terms of money and time and duplication of functions . Coordination is also necessary for the administration to focus on more relevant areas calling for developmental interventions.
- **Ecological Perspective:** Development Administration is related to the environment and involves close interaction between the administration and environment. The changes in administration affects its environment and changes in environment also has its bearing on administration. Accordingly, administration has to have the coping capacity to adapt to changes and be responsive and flexible.
- **Development at the Grass Roots:** Development Administration aims at securing development at the grassroots. Development Administration believes in a bottom up approach.
- **Development as a Collective Goal:** Development Administration looks upon development as a joint responsibility and therefore stresses on unity rather than dichotomy between politics and administration.

5.4.1 Role of Bureaucracy in Development Administration

In any modern state, the civil servants play an important role. The main responsibility of the civil servants is to implement the policies which are formulated by the political executive or the ministers. The civil servants are not directly responsible for formulating policies. But they help the ministers with various kinds of information and knowledge. The civil servants may also be called the advisors to the ministers. In the context of development administration, the civil servants are expected to advise the political executive appropriately in the matter of policy formulation as the bureaucracy possesses the required expertise and wisdom in the field of administration.

In many cases, the civil servants are the brains behind the various developmental programmes. The goals of development administration can not be reached without the participation and co-operation of the civil servants. They constitute so important a part of the administration that the very success and failure of the Government depend upon them.

The role of the civil servants is also important in the day-to-day administration of the country. They work among the people and people also look to them for guidance and assistance. People approach them for the solution of their problems because they hold the responsibility of running the administration.

The socio-economic development of the country is dependent to a great extent upon the performance of the civil servants. They are responsible for the successful implementation of the plans and programmes which are aimed at achieving social and economic development. They need to be action-oriented.

5.5 DIFFERENCE BETWEEN DEVELOPMENT ADMINISTRATION AND TRADITIONAL PUBLIC ADMINISTRATION

Many scholars in the field of development administration like George Gant, Ferrel Heady and others have sought to conceptualise development administration as different from traditional administration. They explain that these two types of administration differ from each other in terms of purpose, structure and organisation, attitudes and behaviour, capabilities, techniques and methods.

We can sum up the differences between development administration and traditional public administration as follows:

Development Administration	Traditional Public Administration
It is change - oriented	It is status -quo oriented
It is goal and result oriented	Emphasis on economy and efficiency
Flexible and dynamic	Hierarchal and rigid
Its objectives are complex and multiple	Simple and limited objectives
Concerned with new tasks	Concerned with routine operations
Believes in decentralization	Believes in centralisation
Stress on planning	Does not relay much on planning
Creative and innovative	Resists any sort of organisational change
Stress on participation of people	Organisational stress due to control and command structure



CHECK YOUR PROGRESS

Q.4: Development Administration believes in status quo (True/False)

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Q.5: Mention any two scholars of Development Administration.

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Q.6: Explain the statement a "Development administrative system would be dynamic and not static". (within 50 words).

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5.6 LET US SUM UP

- Development Administration is basically about projects, programs, policies and ideas which are focused at developing a nation, with the point of view of socio-economic and socio-political development of the society in general along with the cooperation of talented and skilled bureaucrats.
- Development Administration is a 20th century concept. It was an attempt to make public administration more goal oriented and democratically driven. The concept is largely focussed to evolve developmental programmes and policies suitable for developing and developed countries.
- It aims at enlargement of administrative capabilities to ensure structural and behavioural changes and bring about a change in the administrative system.
- The essence of Development Administration is to bring about change and facilitate people and work for the betterment of the society through integrated, organised and properly directed governmental action.



5.7 FURTHER READING

1) Arora, Ramesh K. (1985). *Comparative Public Administration*. New Delhi: Associated Publishing House.

2) Maheswari, Shriram (2003). *Administrative Theory: An Introduction*. (2nd Edition). New Delhi: Macmillan.



5.8 ANSWERS TO CHECK YOUR PROGRESS

Ans. to Q. No. 1: 20th century

Ans. to Q. No. 2: Minnowbrook Conference

Ans. to Q. No. 3: The concept of Development Administration is a development of the post 1945 era. The term ‘‘development administration’’ came into use in the 1950s to represent those aspects of public administration and those changes in public administration, which are needed to carry out policies, projects, and programs to improve social and economic conditions.

Ans. to Q. No. 4: False

Ans. to Q. No. 5: George Gant, Ferrel Heady

Ans. to Q. No. 6: Development administration is change-oriented. As Traditional administration was oriented towards the maintenance of stability and status quo, development administration is intended to achieve specific results within the specified time. Development Administration is a change-oriented administration. Traditional administration was oriented towards the maintenance of stability and status quo. Thus, a development administrative system would be dynamic and not ‘static’. The change is actually a strategy for increasing the coping ability of an administrative system in relation to its external environment. Development administration aims at establishing a new social order in which growth and distributive justice prevails side by side. Accordingly, development administration

involves bringing about structural reorganization of administration, launching innovative programmes to remove unemployment, increasing industrial and agricultural productivity, eradication of poverty, etc.

Development administration is "goal-oriented" administration. It is the means through which the goals of development like social justice, modernisation, industrialisation and economic growth can be achieved. Development administration is characterised by a high degree of coordination or integration. In a development administrative situation, coordination is required to be affected at various levels, among different organisations and units among various positions and functionaries and among the resources available for the achievement of goals. Development Administration is related to the environment and involves close interaction between the administration and environment. Development Administration aims at securing development at the grassroots. Development Administration looks upon development as a joint responsibility and therefore stresses on unity rather than dichotomy between politics and administration.



5.9 POSSIBLE QUESTIONS

Q.1: Mention any two features of development administration.

Q.2: Mention any two reasons for the origin of development administration

Q.3: Explain the meaning of development administration.

Q.4: Write short notes on: (a) Client Oriented Administration (b) Ecological perspective of development Administration

Q.5: Discuss the concept and attributes of development administration.

Q.6: Describe the nature of development administration.

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UNIT 6: ORGANIZATION

UNIT STRUCTURE

6.1 Learning Objectives

6.2 Introduction

6.3 Meaning of Organisation

6.4 Types of Organization

- 6.4.1 Formal Organization
- 6.4.2 Informal Organization
- 6.4.3 Differences between Formal and Informal Organizations

6.5 Approaches to the Study of Organizations

6.6 Principles of Organization

- 6.6.1 Principle of Hierarchy or Scaler Principle
- 6.6.2 Span of Control
- 6.6.3 Coordination
- 6.6.4 Supervision
- 6.6.5 Unity of Command

6.7 Line Agency

- 6.7.1 Meaning of Line Agency
- 6.7.2 Nature of Line Agency
- 6.7.3 Types of Line Agencies

6.8 Staff Agency

- 6.8.1 Meaning of Staff Agency
- 6.8.2 Nature of Staff Agency
- 6.8.3 Types of Staff Agencies
- 6.8.4 Relation between Line and Staff Agencies
- 6.8.5 Distinction between Line and Staff Agencies

6.9 Chief Executive

- 6.9.1 Meaning of Chief Executive
- 6.9.2 Types of Chief Executive
- 6.9.3 Functions of Chief Executive

6.10 Public Corporations

6.10.1 Meaning of Public Corporations
6.10.2 Nature of Public Corporation
6.11 Let Us Sum up
6.12 Further Reading
6.13 Answers to Check Your Progress
6.14 Possible Questions

6.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the meaning of organization
- explain the different types of organization
- discuss the various approaches to the study of organization
- describe the principles of organization.
- explain the meaning of line agency
- elaborate the nature and types of line agencies
- explain the meaning of staff agencies
- discuss the nature and types of staff agencies
- explain the relation between Line and Staff Agencies including the distinction between the two
- explain the meaning of Chief Executive
- discuss the types and functions of Chief Executive
- explain the meaning of Public Corporations
- explain the nature of Public Corporation.

6.2 INTRODUCTION

The execution or fulfillment of the objectives and functions of the government necessitates the existence of an organisation. Accordingly, this units looks into the various apspects relating to an orgnanisation, including its types, approaches and principles. Further, in any organization, one could find two types of functions being performed by two distinct types of authorities. These functions are line functions and staff functions performed by line agencies and staff agencies respectively. In this unit, we

shall also discuss the various dimensions of line and staff agencies. At the same time, the unit shall introduce the learners to two very important concepts in the realm of public administration, namely, the chief executive and public corporation.

6.3 MEANING OF ORGANISATION

The word ‘‘organization’’ means to organize, to frame and put into working order. It refers to a plan of action so as to ensure fulfillment of purpose, which needs to be realized collectively. According to Gaus, ‘‘organization is the relation of efforts and capacities of individuals and groups engaged upon a common task in such a way as to secure the desired objectives with the last friction and the most satisfaction for whom the task is done and those engaged in the enterprise’’. Gladden defines organization as ‘‘the pattern of relationships between persons in an enterprise, so contrived as to fulfill the enterpriser functions’’.

From the above definitions of organizations, it can be stated that organization embraces structures as well as human beings who run such structures in order to realize the perceived objectives.

The different meanings of organizations could be presented as follows:

a) The act of designing the administrative structure.
b) Both designing and building the structure.
c) The structure itself.

- **Functions of Organization:** One of the most important aspects of organization is to enlarge the resources and opportunities of those for whom an organization is established. The idea of change is very much associated with it, for without changes an organization cannot function effectively. The following are the functions of organization:
  a) Division of work
  b) Formulating standard practices
  c) Transmitting decision by setting up a communication system
  d) Imparting training.



CHECK YOUR PROGRESS

Q.1: Write the meaning of organization.

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6.4 TYPES OF ORGANIZATION

There exists two types of organizations, namely, Formal Organization and Informal Organization.

6.4.1 Formal Organization

An organization which has a fixed set of rules and regulations with well defined structures and procedures are called formal organization, the policies and objectives are pre-determined. There is also strict observance of the principle of co-ordination with hierarchical division of work. Again in such a type of organization messages are communicated through scalar chain characteristics of formal organization.

- In formal organizations, the work is allotted to each and every individual associated with it. It is expected that each one performs their allotted tasks so as to attain the goals of organization.
- In formal organizations, these is co-ordination of the various activities meant to be performed so as to ensure effective functioning of the organization.
- The responsibilities of the members in the formal organization are very well defined each of them have a definite place in the organization based on the principle of hierarchy and division of work.
- Formal organization ensures group cohesiveness.

6.4.2 Informal Organization

Informal organizations mean a system of organization which does not have any formal setup. It is the aggregate of personal contacts and interactions and relationships are built among people. The interlocking social structure which govern the working of the people together through a system of norms, personal and professional connections is how we define informal organization.it is an organization within the formal organization working with it.

- **Functions of informal organization:** The following are the functions of informal organization:
  a) Perpetuating social and cultural values: Informal organization perpetuates social and cultural values that the group holds to. There are certain common values among the group members that are informal. Day to day interactions reinforce these and helps in preserving group unity and integrity
  b) Providing social status and satisfaction: Informalism in organization contributes to personal esteem, sense of being worthy and feeling of satisfaction among the members , as they get an opportunity to work freely, not confining themselves within formal structures.
  c) Promoting communication among members: The informal group builds up a system of communication so as to keep its members informed about the actions of the management.
  d) Providing social control: By way of influencing and regulating the behavior of the group informal organization provides social control.
- **Characteristics of informal organization:** The following are the characteristics of informal organization:
  1) Informal organization is dynamic and responsive and it evolves constantly.
  2) It is grass root oriented
  3) Trust and reciprocity are the cardinal values.

4) It believes that the decision making in an organization is a collective process.
5) Its structure is usually fluid and rather flat.

6.4.3 Differences between Formal and Informal Organizations

The following are the differences between formal and informal organisation:

a) An organization where the role of each member is clearly defined, and accountability is fixed is a formal organization.
   Informal organization on the other hand is formed within formal organization, which is based on interpersonal relationship.
b) Formal organization tries to fulfill the aims and objectives of the organization.
   Informal organization aims at satisfying the social and psychological needs.
c) Formal organization is stable.
   Informal organization is not stable.
d) In formal organization, the set up is controlled by rules and regulations.
   Whereas in informal organization, norms, values and belief serve as control mechanisms.
e) In formal organization, the focus is on work performance.
   In informal organization, the focus is on interpersonal relationship.
f) In formal organization, members are based on a hierarchical structure.
   Whereas in informal organization, members are based on interpersonal relationships.

However though formal and informal organization are different from one another, it cannot be denied that both these two types of organization are inter-related and they support each other. No organization can fully be understood without the other. While

formal organization regulates the working and behaviour of its members by rules and regulations, informalism enables one to understand the nature of the worker, the actual person with all his of her inherent qualities and vices.



CHECK YOUR PROGRESS

Q.2: Mention any two functions of informal organizations.

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Q.3: Mention any two differences between formal and informal organizations.

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6.5 APPROACHES TO THE STUDY OF ORGANIZATION

There are six important approaches to the study of organization, namely–

a) Philosophical Approach
b) Institutional and Structural
c) Historical Approach

d) Legal Approach

e) Scientific Approach

f) Structural Approach

g) Behavioural Approach

a) The Philosophical Approach: One of the oldest approaches to the study of public administration is the philosophical approach. This approach found reference in the work of John Locke's ''Treatise on Civil government'', Plato's "Republic" and Thomas Hobbes' "Leviathan".

The goal of this approach is to find out and enunciate the principles or ideals underlying the administrative activities of the government. This approach takes within its purview all aspects of administrative activities.

b) Institutional and structural Approach: This Approach associates itself with the institutions and organization of administration. This approach emphasizes upon making a detailed study of the structures, functions, rules and regulations of the organization.

c) Institutional and structural approach: This approach associates itself with the institutions and organizations, of administration. This approach emphasizes upon making a detailed study of the structures, functions, rules and regulations of the organization.

This approach was developed by Malinowski and Radciliff Brown. According to them, a society has a structure and function, functions being represented by norms, customs, traditions. All these functions need to work together for the functioning of the society.

d) Historical approach: The study of public administration cannot be complete without understanding the evolution and progress of civilization.

The historical approach to public administration focusses on the administrative systems, processes and policies practised in the past and thereby relating the past in the context of the present. This approach helps the administrator to revisit the past and come to certain conclusions and theories in the context of the present. This approach is important because society keeps on changing over time

and ages and along with time. The means and processes of delivery of public service also need to be changed. The study of the past, provides crucial information as to why some methods, policies and systems are adopted.

e) **Legal approach:** The legal approach focuses upon the legal structure and organization of public bodies. This approach relates itself with rules, regulations, codes of conduct, official duties, powers and limitations of authority etc. The approach also throws light on the legal framework of public administration.

f) **Behavioral approach:** This approach analyses public administration from the micro-level perspective of individual behavior and attitudes by way of drawing insights from psychology. This approach owes its origin to the human relations movement pioneered by Herbert Simon. The approach considered the fact that the social, psychological, political and economic environment have an effect on the work output of the individual, and that every public administrator should act taking into consideration these perspectives. It showed that the way administration is conducted and is influenced by human sentiments, presumptions and perceptions. The behavioural approach has contributed to the study of public administration in many ways. For example, scholars started studying cross structural and cross cultural administrative behaviours, which further paved the way for comparative study of public administration.



CHECK YOUR PROGRESS

Q.4: Mention the six approaches to the study of organization.

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Q.5: Write about the Philosophical Approach.

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6.6 PRINCIPLES OF ORGANIZATION

The are several principles of organization. According to L. D. White, principles of organization, "suggest only working rules of conduct, whose wide experience seems to have validated".

The credit for suggesting the principles of administration, for the first time goes to W. F. Willoughby. After him, several other scholars put forward their views on the principles of organization

The following are the major principles of organization:

6.6.1 Principle of Hierarchy or Scalar Principle

This principle is considered as an universally recognized principle of organization. Hierarchy means the rule or control of the higher over the lower. It is a pyramidical set of parts where the higher parts control the lower parts. It is a concept of arranging various units of organization which are grouped into several levels in the form of a pyramid. In a hierarchical organization, the chief executive is the absolute authority

James Mooney and his colleague Reilley conceptualized hierarchy as the scalar process meaning a series of graded steps, where gradation is done not according to functions but according to the degree of authority and corresponding responsibility.

- **Features of hierarchy:**
  1) Administrative functions are divided into groups and subgroups.
  2) Units are arranged in pyramidical form.
  3) Delegated authority at various levels
  4) Commands and communications come through proper channel.
  5) Combination of authority and responsibility.

6.6.2 Span of Control

Span of control refers to the issue of the number of subordinates that a superior officer can effectively command and control. In the words of Dimock, ‘‘it consist of the number and range of direct, habitual communication contacts between the chief executive of an enterprise and his principal fellow officers’’. Infact, span of control is applied to the work of supervision and control of subordinates. The system involves a number of steps one above the other, where every higher level controls the lower level.

It may be mentioned here that the exact limit of the span of control is yet to be fixed.

- **Determinants of span of control:** There are three factors which act as determinants of span of control. They are as follows:
  a) Nature of functions: it refers to the type of work to be supervised. When the work is routine, repetitive and homogenous, the span of control is more.
  b) Time: it refers to the age of the organization concerned. If an organization is an established one, control and supervision is more.
  c) Space: it refers to the physical distance or nearness between the officials and the subordinates. If the people to the supervised are all working under the same roof then the span of control increases.

Besides the above mentioned determinants, the individual capacity of the supervisor is a most important determinant of span of control.

6.6.3 Co-ordination

Another principle of organization is co-ordination. By co-ordination, it means the process of securing orderly and harmonious relations among all parts of an organisation towards a common goal. According to Pfiffner, ‘‘co-ordination is a technique for drawing

together a number conflicting skills and interests and leading them towards a common and. It is the centripetal force in administration''. Thus, co-ordination means making arrangements in such a way that all parts of an organization may be pulled together towards specifically defined goals.

6.6.4 Supervision

By supervision is meant guiding and directing efforts of employees and other resources to accomplish stated work outputs. Supervision denotes the power of the superior of supervising the work of others as well as guiding them.

The principle of supervision can be used in two senses:

Negative: meaning directing, investigating and supervising the personnel in the organization.

Positive: meaning guiding and advising the subordinates engaged in the objective of achieving the required targets.

Supervision is a two-way process: in the sense that it is a guiding process on one hand, and on the other it is a process of superintending the work of others.

6.6.5 Unity of Command

Unity of Command is another principle of organization which states that an employee should receive orders only from one superior. In other words, it means that every employee should be under a single command. The chief advocate of this principle is Henry Fayol. To quote Fayol's definition ‘‘unity of command means that in an organization, one person should be subordinate to only one superior, and that he should receive orders only from that superior. Only in such a case there can be no confusion in orders''.

It implies that in every organization, the line of authority should be specific. Everyone in an organization should know its superior from whom commands will flow and orders will be issued. The principle ensures that there is only one superior, where all

administrative authority flows from one head. This principle is opposed to plurality of commands which leads to confusion.



CHECK YOUR PROGRESS

Q.6: Write the three factors which act as determinants of span of control.

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Q.7: Explain the meaning of Unity of Command.

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6.7 LINE AGENCY

6.7.1 Meaning of Line Agency

Almost every citizen daily comes into contact with departments and agencies which are to provide a particular service or goods to him. All such agencies that are concerned with the execution or fulfillment of primary objectives and functions of the government and deal directly with the people are called Line Agencies. These agencies provide service to the people, regulate their conduct and implement programmes as sanctioned or approved by the legislature. They are concerned with the primary objectives for which the government exists. From top to bottom, a single line of authority extends from the commissioner and secretary to the third and fourth grade employees in the department. It may be noted that

the activities of the line agencies are primary. It means they perform those functions to accomplish the purpose for which they exist. For example, the primary activity of the secretary of the Department of Home Affairs is to maintain peace as well as law and order in the country.

Let us examine some of the definitions of line agency offered by different scholars:

According to L. D. White, "The line agencies are concerned with the provision of services for the people or regulating their conduct in a particular field."

According to Dimock, "A line agency is the organization for execution."

In other words, a line agency is organized on the basis of a major function or purpose, and is concerned with the rendering of service to the people or for regulating their conduct in a particular field of activity. In the governmental network of line departments, there is a single line of authority from the top to the bottom, extending from top and going downwards.



ACTIVITY 6.2

Try to find out some line agencies in the field of public administration in India.

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CHECK YOUR PROGRESS

Q.1: Write the meaning of line agency?

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Q.2: Line agency performs those functions to accomplish the purpose for which they exist. (True/false)

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Q.3: Dimock and Dimock said, ‘‘A line agency is the organization for .....’’ (Fill in the blank)

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6.7.2 Nature of Line Agency

We can find out the nature of line agencies with reference to their various features which are discussed below:

- Each line agency carries out a major or primary objective of the organization: The line agencies are those administrative organizations which are established to carry out major primary functions of the administration. For example, the Department of Defence is established to ensure the defence of the nation while the Department of Health is established to provide health care services to the people.
- Line agencies have the authority to issue orders: another fundamental feature of line agency is that these have the power to issue orders and to make decisions. Each line agency has one chain of command. For example, the police department right from the DGP at the top to a constable at the bottom is directly involved in the maintenance of law and order.
- Responsibilities to execute policies: Line agencies are always responsible for the execution of policies and other programmes sanctioned by the legislature. These are enforced and implemented by the executive authority. The whole policy execution is the responsibility of line agencies.

- Direct contact with the people: Line agencies stay in direct contact with the people and provide them specific services. For example, the Department of Agriculture renders services to the farmers, the Department of Education directly provides educational services to the people.
- Line agencies are directly under the control of the chief executive: Line agencies are directly under the control and supervision of the chief executive. For all their activities, they are responsible to the chief executive and through it, to the legislature.

Thus, in the sphere of public administration , line agencies are those which have the responsibility to implement the approved governmental policies and programmes.



CHECK YOUR PROGRESS

Q.8: Write about any two features of line agency?

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Q.9: Line can directly make contact with the people. (true/false)

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Q.10: Line agency is directly under the control of .....
(fill in the blank)

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6.7.3 Types of Line Agencies

There are four types of line agencies in public administration:

- Government departments
- Public corporations

- Government companies
- Independent Regulatory Commission or special agencies or authorities

Of the above examples of line agencies, the first three are available in almost all the countries of the world. The Independent Regulatory Commission is a special feature of the administrative system of USA. An example of Independent Regulatory Commission is the Interstate Commerce Commission, 1887.



CHECK YOUR PROGRESS

Q.11: How many types of line agencies are there in public administration?

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Q.12: The Independent Regulatory Commission is a special feature of the administrative system of which country?

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Q.13: The Inter-State Commission was set up in the year of 1889. (True/False)

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6.8 STAFF AGENCY

6.8.1 Meaning of Staff Agency

The term ‘‘staff’’ has been borrowed from the military terminology. With the growth of the size and functions of the armies, the field commanders felt the need for specialized services. It led to the formation of the general staff with subsidiary staff agencies under them. With the growth of large corporations particularly in the United States, the need was felt to adopt a system similar to the army staff. The system was first started in the private business management and later on was introduced in the field of government organization. Commonly, staff activities are mainly concerned with advising, planning, budgeting, personnel, public reporting and public relations.

Thus, staff includes all those persons who are engaged in acquiring knowledge, providing information, undertaking planning functions and advising on possible courses of action, thereby rendering valuable assistance and support to the line agencies. Luther Gulick has divided the functions of staff agencies into three categories- knowing, thinking and planning.

Let us examine some of the definitions of staff agency put forward by different scholars.

According to Charles Worth, "A staff officer is one who specializes in research, observation and study. At the same time, the staff officer draws up plans and proposals for approval by the top executive."

According to L. D. White, "A staff agency is an agency advisory to a high-ranking official, but without operating responsibilities."

According to F. A. Cleveland, "The staff agencies help the management to reach certain conclusion."



CHECK YOUR PROGRESS

Q.14: Write the meaning of staff?

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Q.15: The term ‘‘staff’’ has been derived from military terminology. (true/false)

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Q.12: Luther Gulick has divided the functions of staff agencies into which three categories?

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6.8.2 Nature of Staff Agency

We can find out the nature of staff agencies with reference to their various features which are discussed below:

- Staff agencies perform secondary functions in the administration: Staff agencies perform some secondary functions. The role of staff agencies is supportive and advisory in nature. Staff is like a stick which helps in walking.
- Staff agencies do not exercise authority and command: Staff agencies do not directly exercise authority and command. They advise the line in making decisions. The line executes the decisions and acts. The staff exercises influence and can advise.
- Staff agencies do not have executive responsibilities: In administration, staff agencies are only to help and assist the chief executive in its work. These are not directly responsible for the performance of the executive. Staff agencies remain and work behind the scenes. They cannot be held responsible for the success or failure of administration.
- Staff agencies do not directly deal with the people: The line agencies directly deal with the people and serve them. The staff agencies provide service to the line agencies. They help, assist and advise the line agencies and remain behind the scenes. The staff agencies do not directly deal with the people.
- Outside the line of command: Staff agencies do not enjoy the power to command and control. They, however, do indirectly influence the exercise of command and control powers by the chief executive.



CHECK YOUR PROGRESS

Q.13: Write any two features of staff agency?

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Q.14: Staff agencies do not enjoy the power to command and control. (True/False)

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Q.15: Staff is like a ..... which can help in walking. (Fill in the Blank)

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6.8.3 Types of Staff Agencies

According To Pfiffner, there are three kinds of staff agencies. These are discussed below:

- General staff: The general staff is there to help the chief executive in the performance of its administrative duties. It advises, collects facts and places before the cabinet important matters for decision.
- Technical staff: The chief executive has also to deal with many technical problems in the administration. The chief executive therefore keeps certain technical staff officers, like engineers, financial experts, etc. who give all sorts of technical advice. The chief executive is assisted by technical experts and their advice is invaluable in the fields of their specialization.
- Auxiliary staff: They are separate agencies created to accomplish the common activities of all government departments. For

example, auxiliary staff perform housekeeping functions, which are common to all departments.



CHECK YOUR PROGRESS

Q.16: How many types of staff agencies are there in administration?

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Q.17: Write about Auxiliary staff.

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6.8.4 Relationship between Line and Staff Agencies

Staff units within an organization do not run parallel to or independently of the line hierarchy, but are closely attached to it. Structurally, therefore the organization remains a single and unified unit. The staff units are its partners attached to the various levels of the line hierarchy as required. Gradations of the staff structure, where they exist, follow the line gradations to which they closely stick.

It is, therefore, clear from the above description that the staff and line are two hands of the organization. For the success of the organization, it is essential that both must work in cooperation and coordination. Sometimes they may clash, but it should not be a regular feature. Staff and Line are complementary features of any organization.

6.8.5 Distinction between Line and Staff Agencies

The distinction between the two kinds of services, line and staff, is a simple one based on the nature of the service performed by the different branches or units of departments or agencies. Line agencies are those which perform the primary function which the organization is supposed to perform, while the staff agencies are

those which conduct the managerial or house-keeping services.

The major differences between the Line and Staff agencies can be enumerated as follows:

- Line agencies have the right to command, while the Staff agencies have the right to provide advice and assistance only
- Line agencies directly accomplish the objectives of the organization, while Staff agencies assist the Line to fulfil the objectives.
- Line agencies make operative decisions, while the Staff agencies render ideas for taking decisions.
- The functions provided by the Line are an end itself, while the functions provided by the Staff are means to get that end.
- While the functions of the Line are substantive, the functions provided by the Staff are supportive in nature.
- Line agencies bear final responsibility for results, while the Staff does not take any responsibility for the final work taken by the executive.
- Line agencies remain in direct contact with the people, while the Staff agencies work from behind. Staff agencies do not have any direct contact with the people.



CHECK YOUR PROGRESS

Q.18: Mention any two distinction between line and staff agencies?

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Q.19: Staff and line is complimentary rather than antagonistic feature of any organization. (True/False)

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6.9 CHIEF EXECUTIVE: MEANING AND TYPES

6.9.1 Meaning of Chief Executive

The chief executive is at the head of the administrative system of a country. It occupies a central position in public administration. By chief executive we mean the person or the body of persons as the head of the administration of a country. The administrative system of a country is like a pyramid, broad at the base and ending at a single point in the top. The chief executive is at the top of the executive pyramid. In England, the chief executive is the King or Queen. In India, it is the President who is the chief executive while in USA, it is the President who occupies the position of chief executive. In public administration, the role of the chief executive has been compared to that of the general manager in a corporate undertaking. Nigro writes, ''the key figure in any undertaking, public or private, is the chief executive''.

6.9.2 Types of Chief Executive

Several types of executive are at work in different countries. The following can be identified as the popular types of chief executive:

- Nominal and Real Executives: The difference between the nominal executive and the real executive is made only in the parliamentary system of government. In it, the Head of the State, the President or Monarch, is the nominal executive and the Council of Ministers headed by the Prime Minister is the real executive. All the powers are legally the powers of the nominal executive but are in practice exercised by the real executive.
- Hereditary and Elected Chief Executives: When the chief executive assumes office by the law of hereditary succession, it is called a hereditary executive. When the executive is directly or indirectly elected by the people for a fixed period or even for life, it is called the elected executive. In Britain, Japan and Malaysia the chief executive is hereditary. In India, the USA,

Germany and many other countries the chief executive is an elected chief executive.

- Single and Plural Chief Executives: When the executive powers are in the hands of a single functionary leader, it is called a single executive. In India, Britain, the USA, Australia, France and many other states, there are single executives. In India, all the executive powers are vested in the President. As against this, when the executive powers are vested in a group of persons and are collectively exercised by all the members of the executive, the executive is called the plural executive as in the case of Switzerland where there exists a plural executive.
- Parliamentary and Presidential Chief Executives: When the executive is individually and collectively responsible before the legislature and the legislature can be dissolved by the executive it is called parliamentary executive as in the cases of India, UK, Canada, New Zealand etc. At the same time, when the executive is not a member of the legislature and does not remain responsible to the legislature and nor can the chief executive dissolve the legislature, it is called presidential executive.



CHECK YOUR PROGRESS

Q.20: Write the meaning of chief executive?

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Q.21: In England, the chief executive is the President. (true/false)

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Q.22: In India, the chief executive is the .....

(Fill in the blank)

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Q.23: How many types of chief executive are there in administration?

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6.9.3 Functions of the Chief Executive

The functions of chief executive may be divided into two parts:

1) Political functions and
2) Administrative functions

- **Political functions:** The chief executive obtains his or her office through the votes of the people. The source of his or her political power is constituted by the people of the state. The authority of the chief executive also rests upon the people. The people and their elected representatives, who constitute the legislature, have to be respected and won by the chief executive. Thus, the chief executive needs the support of the legislators and the people for successfully carrying out his or her functions. The chief executive has to perform his or her activities keeping in view the public interest and public opinions well as the interest of the nation. He has to act decisively and efficiently. He has to attempt to secure a national consensus on major and delicate issues and problems before the nation. Thus, political management is one of the most important functions of the chief executive.
- **Administrative functions:** Some administrative functions of the chief executive are discussed below:
  - Formulation of administrative policy: the chief executive formulates specific plans which enable the administrative officers to perform their duties in a proper manner. He determines the administrative policy needed for carrying out

the governmental policies and plans.

- To control the finance: it is the duty of the chief executive to prepare the budget and submit it to the legislature for approval. He has to make a full report regarding past operations and present conditions and to make statements regarding provisions made for meeting the revenue and expenditure needs of the government in the future.
- To supervise and control the administration: it is the duty of the chief executive to supervise and control the whole administration. He has to issue instructions, warn and encourage.
- Appointment and removal of personnel: These appointments include the appointment of heads of departments and other key officials. It is on his behalf that other appointments are made by his subordinates acting under the powers delegated to them.



CHECK YOUR PROGRESS

Q.24: The functions of chief executive may be divided into which two parts?

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6.10 PUBLIC CORPORATION

6.10.1 Meaning of Public Corporation

The government and public corporations are being described as the most innovative form of administrative organization. A public corporation is publically owned enterprise specially created by an Act of the legislature. It is wholly owned by the state and endowed with clearly defined powers and functions, enjoying a considerable amount of financial and administrative autonomy. It is set up basically for a particular business or financial purpose. It was in Great Britain that the Port of London Authority was established in 1908. It may be

said to be the first business corporation in that country. In USA, the first corporation was the Panama Railroad Company in 1904. In India, the Damodar Valley Corporation set up in 1948 was the first public corporation. The system of corporation has now become a universal device for managing public enterprises.

Let us examine some of the definitions of line agency offered by different scholars:

According to M. D. Dimock, "public corporation is a publicly owned enterprise that has been chartered under federal, state or local law for particular business and financial purpose."

According to William J. Grange, "a public corporation is an artificial person which is authorized by law to carry on particular activities and functions."

According to H. Morrison, "public corporation is a combination of public ownership, public accountability and business management for public ends."



CHECK YOUR PROGRESS

Q.25: Write the meaning of Public Corporation?

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Q.26: Which was the first public corporation to be set up in India?

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Q.27: Panama Railroad company was set up in .....

(Fill in the Blank)

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6.10.2 Nature of Public Corporation

The nature of Public Corporation is discussed below:

- It is wholly owned by the state.

- It is almost always created by a special law of the legislature which defines its powers, duties and immunities.
- As a corporate body, it is a separate legal entity enjoying certain rights and discharging certain obligations. It can enter into contracts, can lend and borrow money, can hire employees , can sue and be sued, etc.
- Except for appropriations to provide capital or to cover losses, a public corporation is usually independently financed.
- It is generally exempted from most regulatory and prohibitory laws which are applicable to the expenditure of public funds.



CHECK YOUR PROGRESS

Q.28: Write about the nature of public corporations?

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Q.29: Public corporation is wholly owned by the state. (true/false)

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Q.30: As a corporate body, a public corporation is a separate ..... (fill in the blank)

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6.11 LET US SUM UP

- Informal organizations mean a system of organization which does not have any formal setup. It is the aggregate of personal contacts and interactions and relationships are built among people. The interlocking

social structure which govern the working of the people together through a system of norms, personal and professional connections is how we define informal organization.it is an organization within the formal organization working with it.

- There are some differences between formal and informal organizations such as- organization where the role of each member is clearly defined, and accountability is fixed is a formal organization. Informal organization on the other hand is formed within formal organization, which is based on interpersonal relationship; In formal organization, the set up is controlled by rules and regulations whereas in informal organization, norms, values and belief serve as control mechanisms.
- However though formal and informal organizations are different from one another, it cannot be denied that both these two types of organization are inter-related and they support each other. No organization can fully be understood without the other. While formal organization regulates the working and behaviour of its members by rules and regulations, informalism enables one to understand the nature of the worker, the actual person with all his of her inherent qualities and vices. Mention any two functions of informal organizations.
- There are six important approaches to the study of organization, namely, Philosophical Approach, Institutional and Structural Approach, Historical Approach, Legal Approach, Scientific Approach, Structural Approach and Behavioural Approach.
- The are several principles of organization. The major principles of organization include Principle of Hierarchy or Scalar Principle; Span of Control; Co-ordination; Supervision and Unity of Command.
- Almost every citizen daily comes into contact with departments and agencies which are to provide a particular service or goods to him. All such agencies that are concerned with the execution or fulfillment of primary objectives and functions of the government and deal directly with the people are called Line Agencies.
- These agencies provide service to the people, regulate their conduct and implement programmes as sanctioned or approved by the

legislature. They are concerned with the primary objects for which the government exists.

- The line agencies are those administrative organizations which are established to carry out major primary functions of the administration. For example, the Department of Defence is established to ensure the defence of the nation while the Department of Health is established to provide health care services to the people.
- There are four types of line agencies in public administration: Government departments, Public corporations, Government companies, Independent Regulatory Commission or special agencies or or authorities.
- The term "staff" has been borrowed from the military terminology. With the growth of the size and functions of the armies, the field commanders felt the need for specialized services. It led to the formation of the general staff with subsidiary staff agencies under them. With the growth of large corporations particularly in the United States, the need was felt to adopt a system similar to the army staff.
- The system was first started in the private business management and later on was introduced in the field of government organization. Commonly, staff activities are mainly concerned with advising, planning, budgeting, personnel, public reporting and public relations. Thus, staff includes all those persons who are engaged in acquiring knowledge, providing information, undertaking planning functions and advising on possible courses of action, thereby rendering valuable assistance and support to the line agencies.
- According To Pfiffner, there are three kinds of staff agencies, namely, General staff, Technical staff and Auxiliary staff.
- Staff units within an organization do not run parallel to or independently of the line hierarchy, but are closely attached to it. Structurally, therefore the organization remains a single and unified unit. The staff units are its partners attached to the various levels of the line hierarchy as required. Gradations of the staff structure, where they exist, follow the line gradations to which they closely stick.
- It is, therefore, clear from the above description that the staff and line

are two hands of the organization. For the success of the organization, it is essential that both must work in cooperation and coordination. Sometimes they may clash, but it should not be a regular feature. Staff and Line are complementary features of any organization.

- Line agencies have the right to command, while the Staff agencies have the right to provide advice and assistance only
- Line agencies remain in direct contact with the people, while the Staff agencies work from behind. Staff agencies do not have any direct contact with the people.
- The chief executive is at the head of the administrative system of a country. It occupies a central position in public administration. By chief executive we mean the person or the body of persons as the head of the administration of a country. The administrative system of a country is like a pyramid, broad at the base and ending at a single point in the top. The chief executive is at the top of the executive pyramid. In England, the chief executive is the King or Queen. In India, it is the President who is the chief executive while in USA, it is the President who occupies the position of chief executive.
- Several types of executive are at work in different countries. The following can be identified as the popular types of chief executive: Nominal and Real Executives, Hereditary and Elected Chief Executives, Single and Plural Chief Executives, Parliamentary and Presidential Chief Executives
- The functions of chief executive may be divided into two parts: 1) Political functions and 2) Administrative functions.
- The government and public corporations are being described as the most innovative form of administrative organization. A public corporation is publically owned enterprise specially created by an Act of the legislature. It is wholly owned by the state and endowed with clearly defined powers and functions, enjoying a considerable amount of financial and administrative autonomy. It is set up basically for a particular business or financial purpose.
- It was in Great Britain that the Port of London Authority was established in 1908. It may be said to be the first business corporation in that country.

In USA, the first corporation was the Panama Railroad Company in 1904. In India, the Damodar Valley Corporation set up in 1948 was the first public corporation. The system of corporation has now become a universal device for managing public enterprises.



6.12 FURTHER READING

1) Agarwal, T. K. (2011). *Public Administration*. Agra: Lakshmi Narayan Agarwal.
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6.13 ANSWERS TO CHECK YOUR PROGRESS

Ans. to Q. No. 1: The word organization means to organize, to frame and put into working order. It refers to a plan of action so as to ensure fulfillment of purpose, which needs to be realized collectively. According to Gaus, ‘‘organization is the relation of efforts and capacities of individuals and groups engaged upon a common task in such a way as to secure the desired objectives with the last friction and the most satisfaction for whom the task is done and those engaged in the enterprise’’. Gladden defines organization as ‘‘the pattern of relationships between persons in an enterprise, so contrived as to fulfill the enterpriser functions’’.

Ans. to Q. No. 2: a) Perpetuating social and cultural values: Informal organization perpetuates social and cultural values that the group holds to. There are certain common values among the group members that are informal. Day to day interactions reinforce

these and helps in preserving group unity and integrity

b) Providing social status and satisfaction: Informalism in organization contributes to personal esteem, sense of being worthy and feeling of satisfaction among the members , as they get an opportunity to work freely, not confining themselves within formal structures.

Ans. to Q. No. 3: The following are the differences between formal and informal organization:

a) An organization where the role of each member is clearly defined, and accountability is fixed is a formal organization.

Informal organization on the other hand is formed within formal organization, which is based on interpersonal relationship.

b) Formal organization tries to fulfill the aims and objectives of the organization.

Informal organization aims at satisfying the social and psychological needs.

Ans. to Q. No. 4: The six approaches to the study of organization are as follows:

a) Philosophical Approach
b) Institutional and Structural
c) Historical Approach
d) Legal Approach
e) Scientific Approach
f) Structural Approach

Ans. to Q. No. 5: One of the oldest approaches to the study of public administration is the philosophical approach. This approach found reference in the work of John Locke's "Treatise on Civil government", Plato's "Republic" and Thomas Hobbes' "Leviathan". The goal of this approach is to find out and enunciate the principles or ideals underlying the administrative activities of the government. This approach takes within its purview all aspects of administrative activities.

Ans. to Q. No. 6: Span of control refers to the issue of the number of subordinates that a superior officer can effectively command and

control. In the words of Dimock, "it consists of the number and range of direct, habitual communication contacts between the chief executive of an enterprise and his principal fellow officers". Infact, span of control is applied to the work of supervision and control of subordinates. The system involves a number of steps one above the other, where every higher level controls the lower level.

Ans. to Q. No. 7: Unity of Command is another principle of organization which states that an employee should receive orders only from one superior. In other words, it means that every employee should be under a single command. The chief advocate of this principle is Henry Fayol. It implies that in every organization, the line of authority should be specific. Everyone in an organization should know its superior from whom commands will flow and orders will be issued. The principle ensures that there is only one superior, where all administrative authority flows from one head. This principle is opposed to plurality of commands which leads to confusion.

Ans. to Q. No. 1: All such agencies that are concerned with the execution or fulfillment of primary objectives and functions of the government and deal directly with the people are called Line Agencies. These agencies provide service to the people, regulate their conduct and implement programmes as sanctioned or approved by the legislature. They are concern with the primary objects for which the government exists. From top to bottom, a single line of authority extends from the commissioner and secretary to the third and fourth grade employees in the department. It may be noted that the activities of the line agencies are primary. It means they perform those functions to accomplish the purpose for which they exist. For example, the primary activity of the secretary of the Department of Home Affairs is to maintain peace as well as law and order in the country.

Ans. to Q. No. 2: True

Ans. to Q. No. 3: execution

Ans. to Q. No. 4: a) Direct contact with the people: Line agencies stay in

direct contact with the people and provide them specific services. For example, the Department of Agriculture renders services to the farmers, the Department of Education directly provides educational services to the people.

b) Line agencies are directly under the control of the chief executive: Line agencies are directly under the control and supervision of the chief executive. For all their activities, they are responsible to the chief executive and through it, to the legislature.

Ans. to Q. No. 5: True

Ans. to Q. No. 6: Chief Executive

Ans. to Q. No. 7: Four types

Ans. to Q. No. 8: False

Ans. to Q. No. 9: USA

Ans. to Q. No. 10: The term ‘‘staff agency’’ has been borrowed from the military terminology. With the growth of the size and functions of the armies, the field commanders felt the need for specialized services. It led to the formation of the general staff with subsidiary staff agencies under them. With the growth of large corporations particularly in the United States, the need was felt to adopt a system similar to the army staff. The system was first started in the private business management and later on was introduced in the field of government organization. Commonly, staff activities are mainly concerned with advising, planning, budgeting, personnel, public reporting and public relations. Thus, staff includes all those persons who are engaged in acquiring knowledge, providing information, undertaking planning functions and advising on possible courses of action, thereby rendering valuable assistance and support to the line agencies. Luther Gulick has divided the functions of staff agencies into three categories- knowing, thinking and planning.

Ans. to Q. No. 11: True

Ans. to Q. No. 12: Knowing, thinking and planning.

Ans. to Q. No. 13: a) Staff agencies do not have executive responsibilities: In administration, staff agencies are only to help and assist the

chief executive in its work. These are not directly responsible for the performance of the executive. Staff agencies remain and work behind the scenes. They cannot be held responsible for the success or failure of administration.

b) Staff agencies do not directly deal with the people: The line agencies directly deal with the people and serve them. The staff agencies provide service to the line agencies. They help, assist and advise the line agencies and remain behind the scenes. The staff agencies do not directly deal with the people.

Ans. to Q. No. 14: True

Ans. to Q. No. 15: Stick

Ans. to Q. No. 16: Three

Ans. to Q. No. 17: Auxiliary staff are separate agencies created to accomplish the common activities of all government departments. For example, auxiliary staff perform housekeeping functions, which are common to all departments.

Ans. to Q. No. 18: a) Line agencies have the right to command, while the Staff agencies have the right to provide advice and assistance only.

b) Line agencies directly accomplish the objectives of the organization, while Staff agencies assist the Line to fulfil the objectives.

Ans. to Q. No. 19: True

Ans. to Q. No. 20: The chief executive is at the head of the administrative system of a country. It occupies a central position in public administration. By chief executive we mean the person or the body of persons as the head of the administration of a country. The administrative system of a country is like a pyramid, broad at the base and ending at a single point in the top. The chief executive is at the top of the executive pyramid. In England, the chief executive is the king or queen. In India, it is the President who is the chief executive while in USA, it is the President who occupies the position of chief executive. In public administration, the role of the chief

executive has been compared to that of the general manager in a corporate undertaking.

Ans. to Q. No. 21: False

Ans. to Q. No. 22: President

Ans. to Q. No. 23: Four types

Ans. to Q. No. 24: Political and Administrative functions

Ans. to Q. No. 25: A public corporation is a publically owned enterprise specially created by an Act of the legislature. It is wholly owned by the state and endowed with clearly defined powers and functions, enjoying a considerable amount of financial and administrative autonomy. It is set up basically for a particular business or financial purpose.

Ans. to Q. No. 26: Damodar Valley Corporation

Ans. to Q. No. 27: 1904

Ans. to Q. No. 28: a) It is wholly owned by the state.

b) It is almost always created by a special law of the legislature which defines its powers, duties and immunities.

c) As a corporate body, it is a separate legal entity enjoying certain rights and discharging certain obligations. It can enter into contracts, can lend and borrow money, can hire employees , can sue and be sued, etc.

d) Except for appropriations to provide capital or to cover losses, a public corporation is usually independently financed.

e) It is generally exempted from most regulatory and prohibitory laws which are applicable to the expenditure of public funds.

Ans. to Q. No. 29: True

Ans. to Q. No. 30: Legal entity



6.14 POSSIBLE QUESTIONS

Q.1: Define an organization.

Q.2: Explain the two different types of organistaion.

Q.3: Identify the functions of organization

Q.4: Write the meaning of formal organization

Q.5: Write the meaning and functions of informal organization.

Q.6: Write the differences between formal and informal organisations.

Q.7: Explain the historical approach to the study of organization.

Q.8: Explain the institutional and structural approach to the study of organization.

Q.9: Explain the legal approach to the study of organization.

Q.10: Explain the behavioural approach to the study of organization.

Q.11: Explain any two principles of organization.

Q.12: Write about the principle of hierarchy or scalar principle.

Q.13: Write about the principles of coordination and supervision.

Q.14: Explain the meaning of unity of command.

Q.15: Discuss briefly the various principles of organization.

Q.16: Write the meaning of general staff and by auxiliary staff?

Q.17: Mention the name of a country where there exists a hereditary chief executive?

Q.18: Write the meaning of line agency? What are the features of line agency?

Q.19: What are the differences between line and staff?

Q.20: Discuss the various features of staff agency.

Q.21: Explain the various functions of the chief executive.

Q.22: Write the meaning of chief executive? Discuss the various types of chief executive of an administration.

Q.23: Write the meaning of public corporation?

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UNIT 7: THEORIES OF LEADERSHIP

UNIT STRUCTURE

7.1 Learning Objectives

7.2 Leadership: Meaning and Characteristics

- 7.2.1 Meaning of Leadership
- 7.2.2 Characteristics of Leadership
- 7.2.3 Importance of Leadership
- 7.2.4 Qualities of Leadership

7.3 Theories of Leadership

7.4 Let Us Sum Up

7.5 Further Reading

7.6 Answers to Check Your Progress

7.7 Possible Questions

7.1 LEARNING OBJECTIVES

After going through this unit, you will be able to :

- explain the meaning of leadership
- explain the meaning and characteristics of leadership
- list the qualities of leadership
- discuss the various theories of leadership.

7.2 LEADERSHIP: MEANING AND CHARACTERISTICS

7.2.1 Meaning of Leadership

The ability and potential to influence the behaviour of others so as to accomplish specific goals in a given situation is leadership. In other words, the process by which the head of the system guides, directs and influences the other members within the system so as to achieve its desired ends is what is meant by leadership. In the words of Keith Davis, "leadership is the ability to persuade others to seek defined objectives enthusiastically. It is the human factor which binds a group together and motivates it towards goals."

7.2.2 Characteristics of Leadership

- Inter-personal process : leadership involves influencing and guiding others to attain goals.
- Group process : leadership operates only within groups, and not in isolation.
- Situational : leadership is all about leading situations, as it depends upon effectively dealing with the situations. As such it is situation found.

Thus, leadership constitutes an important component in leading an administrative set up, so as to achieve the goals or means in administration. As such, leadership is very important to run the administration effectively

7.2.3 Importance of Leadership

The importance of leadership can be highlighted as follows:

- Motivation: effective leadership is that which motives the followers and the workers, by the use of both economic and non-economic rewards, so as to get the work done by subordinates.
- Providing guidance: a leader is the guide who guides his or her team by instructing the team members in such a way that they perform their work efficiently.

7.2.4 Qualities of leadership

- Confidence building : a leader is to build confidence among its team members. For that purpose, he or she is to explain their roles effectively. A good leader should also be sensitive to the problems and complaints if any.
- Intelligence: a leader is to examine the pros and cons of every situation so as to effectively deal with it.
- Communicative skills : a leader should have clarity of thought and a good command over language so as to be able to

communicate the policies and procedures effectively.

- Sense of responsibility, self confidence and will power : a leader should have a sense of responsibility , self confidence and will power so as to gain the trust and confidence of the people in the work place thereby helping the organization reach its desired goals.
- Empathy : a leader needs to step into the shoes of others so as to have a complete understanding of the needs and aspirations of the employees.
- Humanist: because a leader deals with human beings, so he or she has to handle them with care and attention.
- Humanist : because a leader deals with human beings, so he/ she has to handle them with care and attention.



CHECK YOUR PROGRESS

Q 1: Mention any two characteristics of leadership.

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Q 2: Mention any four qualities of leadership.

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7.3 THEORIES OF LEADERSHIP

(a) Great man theory :

The great man theory of leadership was popularized by Scottish writer Thomas Carlyle in the 1840s. Thomas Carlyle put forward the idea that world history is nothing more than a collection of biographies belonging to great men. To Carlyle this theory rests upon two basic assumptions:

1 . Great leaders are born possessing certain trails that enable them to rise and lead.

2. Great leaders can arise when the need for them is great.

According to this view leaders are the possessor of certain traits, which set them apart from the rest, and it is by virtue of these traits that they

lead the rest. According to Carlyle, those who are gifted with divine inspiration and right characteristics are leaders. Herbert Spencer, on the other hand, gave a counter argument to Carlyle's view. Spencer refuted Carlyle's views as unscientific, childish and primitive. To Spencer, leaders are products of the social environment. It is the society which makes a great man, and it is built-in social conditions that drives the leaders to act. In his book "The Study of Sociology" Spencer stated that the genesis of a great man depends on the long series of complex influences which has produced the race in which great men appear.

The basic characteristic of the great man theory are:

- Leaders are not made, they are born
- Leadership calls for commanding personality
- Great men should possess charm, courage, intelligence, persuasion and aggressiveness.
- Leaders should be action oriented which is inborn and cannot be taught or learnt in a formal sense.

The idea behind the great man theory is that great leaders are born and secondly great leaders arise when there is a great need. A leader is looked upon as a hero who tries to accomplish the goals against all odds for his followers. This theory implies that the holders of powers deserve their position because of their special qualities, and that these traits remains stable throughout. Thus, good leaders are those who by virtue of their qualities, either inborn or developed by society are capable of capturing the imagination of the masses.

(b) Trait theory:

One of the first academic theories of leadership that justifies why some people become good leaders while others cannot is the trait theory. This theory tries to identify the characteristics of an effective leader. The origin of this theory can be traced back to the 19th century, in the writings of Thomas Carlyle who tried to identify the inherent talents of persons who become effective leaders. This clearly is based on the assumption that leaders are born with distinctive qualities and traits which could not be developed. The theory tries to identify the common behavioural traits in

leaders. The supporters of this theory believe that it is essential first to identify the qualities essential for effective leadership and then screening potential leaders from non-leaders and training those with potential. It is important to identify the traits of a good leader. This theory put forward certain common leadership traits. These are

- Emotional intelligence
- Honesty and integrity
- Good cognitive(mental) skills
- Flexibility, creativity, charisma and confidences.
- Knowledge of the work
- Tenacity (firmness) and initiator

A leader should process an integrated pattern of personal characteristics that make him distinct from the rest. Leadership therefore is largely an inborn quality, rather than developed through learning.

However, this theory is criticized on the ground that it believes that traits remain stable. But this is not true since with the passage of time and changes in the environment, leadership traits do undergo change. Again, this theory is also criticized for being subjective in nature. The theory uses group results to judge individuals, which can cause people to appear different from what they truly are because they are being judged in comparison to others. Again, by way of imparting proper training leadership traits could be developed.

(c) Situational and Contingency theory

Situational approach is also known as contingency approach. The situational theory in leadership was developed in 1969 by Paul Hersey and Ken Blanchard while the contingency theory was developed by Fred Fiedler. This theory suggests that there is no such particular style of leadership which a leader can follow. Rather successful leaders are those who adjust their working styles depending upon the followers' level of maturity. The success of a leader depends on how effectively he or she guides his or her followers depending on the specific situation at hand. In order to be successful there must be a strong leader-follower relation. This theory identifies four basic behavioural traits of leadership, namely, telling, selling,

participating and delegating. This theory proposes that how effective a leader will be depends upon two contingent elements:

(a) The leader's motivational structures or the style of leadership

(b) The extent to which the situation provides the leader with control and influence over the outcome.

- **Basic assumptions of the theory:**
  - A good leader is one who moulds himself according to the given situation.
  - Qualities or traits of a leader is not a determining factor but the ability to act according to the situation determines whether one is an effective leader.
  - Fiedler's model: Fiedler, who is the father of the contingency theory, put forward the view that leaders are predisposed to a particular set of leadership behaviours. Leaders are either task oriented or relationship oriented leaders . While task oriented leaders are directive, emphasizes on structures and have fixed deadlines , relationship oriented leaders focus on people, are considerate and not strongly directive.
  - Fiddler identifies three major situation variables as to whether a given situation is favorable to a leader: the personal relations of the leader with the members; the degree of structure in the task assigned to the group members; power and position.
  - To Fiedler the relationship between the leader and the members determines the quality of leadership between the leader and the subordinates, the dimension of trust between them, and also the extent to which the work is well defined. The most favourable situation for leaders to influence the group is one in which all are well interconnected.

Thus, the situational and contingency theory focuses more on the situation and the capability of the leader to act and lead in a given situation

rather than on the behaviour and traits which the leader should possess or adopt. The effectiveness of the leaders' behaviour is contingent upon the demands imposed by the situation. The main idea behind the theory is that different situations demand different styles of leadership and that there is no such thing as best style of leadership as leadership styles are flexible and situational.



CHECK YOUR PROGRESS

Q 3: Explain the great man theory of leadership.

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Q 4: Explain the trait theory of leadership.

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7.4 LET US SUM UP

- The ability and potential to influence the behaviour of others so as to accomplish specific goals in a given situation is leadership. In other words, the process by which the head of the system guides, directs and influences the other members within the system so as to achieve its desired ends is what is meant by leadership.
- In the words of Keith Davis, "leadership is the ability to persuade others to seek defined objectives enthusiastically. It is the human factor which binds a group together and motivates it towards goals."
- Leadership involves influencing and guiding others to attain goals; Leadership operates only within groups, and not in isolation;Leadership is all about leading situations, as it depends upon effectively dealing with the situations. As such, it is situation found.

- Leadership constitutes an important component in leading an administrative set up, so as to achieve the goals or means in administration. As such, leadership is very important to run the administration effectively.
- Effective leadership is that which motives the followers and the workers, by the use of both economic and non-economic rewards, so as to get the work done by subordinates.
- A leader is the guide who guides his or her team by instructing the team members in such a way that they perform their work efficiently.
- A leader is to build confidence among its team members. For that purpose, he or she is to explain their roles effectively. A good leader should also be sensitive to the problems and complaints if any.
- A leader is to examine the pros and cons of every situation so as to effectively deal with it.
- A leader should have clarity of thought and a good command over language so as to be able to communicate the policies and procedures effectively.
- A leader should have a sense of responsibility , self confidence and will power so as to gain the trust and confidence of the people in the work place thereby helping the organization reach its desired goals.
- A leader needs to step into the shoes of others so as to have a complete understanding of the needs and aspirations of the employees.
- A leader should be a humanist. As a leader deals with human beings, he or she has to handle them with care and attention.
- The great man theory of leadership was popularized by Scottish writer Thomas Carlyle in the 1840s. Thomas Carlyle put forward the idea that world history is nothing more than a collection of biographies belonging to great men.

- To Carlyle this theory rests upon two basic assumptions:

  1 . Great leaders are born possessing certain trails that enable them to rise and lead.

  2. Great leaders can arise when the need for them is great.

- Herbert Spencer, on the other hand, gave a counter argument to Carlyle's view. Spencer refuted Carlyle's views as unscientific, childish and primitive. To Spencer, leaders are products of the social environment. It is the society which makes a great man, and it is built-in social conditions that drives the leaders to act. In his book "The Study of Sociology" Spencer stated that the genesis of a great man depends on the long series of complex influences which has produced the race in which great men appear.

- The basic characteristic of the great man theory are:

  Leaders are not made, they are born; Leadership calls for commanding personality;

  Great men should possess charm, courage, intelligence, persuasion and aggressiveness; Leaders should be action oriented which is inborn and cannot be taught or learnt in a formal sense.

- One of the first academic theories of leadership that justifies why some people become good leaders while others cannot is the trait theory. This theory tries to identify the characteristics of an effective leader. The origin of this theory can be traced back to the 19th century, in the writings of Thomas Carlyle who tried to identify the inherent talents of persons who become effective leaders. The trait theory put forward certain common leadership traits. These are: Emotional intelligence; Honesty and integrity; Good cognitive(mental) skills; Flexibility, creativity, charisma and confidences; Knowledge of the work; Tenacity (firmness) and initiator

- Situational approach is also known as contingency approach. The situational theory in leadership was developed in 1969 by Paul Hersey

and Ken Blanchard while the contingency theory was developed by Fred Fiedler. This theory suggests that there is no such particular style of leadership which a leader can follow. Rather successful leaders are those who adjust their working styles depending upon the followers' level of maturity. The success of a leader depends on how effectively he or she guides his or her followers depending on the specific situation at hand. In order to be successful there must be a strong leader-follower relation.

- The trait theory identifies four basic behavioural traits of leadership, namely, telling, selling, participating and delegating.
- According to the trait theory a good leader is one who moulds himself according to the given situation; Qualities or traits of a leader is not a determining factor but the ability to act according to the situation determines whether one is an effective leader; Fiedler, who is the father of the contingency theory, put forward the view that leaders are predisposed to a particular set of leadership behaviours. Leaders are either task oriented or relationship oriented leaders . While task oriented leaders are directive, emphasizes on structures and have fixed deadlines , relationship oriented leaders focus on people, are considerate and not strongly directive.
- Thus, the situational and contingency theory focuses more on the situation and the capability of the leader to act and lead in a given situation rather than on the behaviour and traits which the leader should possess or adopt.
- The effectiveness of the leaders' behaviour is contingent upon the demands imposed by the situation.
- The main idea behind the situational theory is that different situations demand different styles of leadership and that there is no such thing as best style of leadership as leadership styles are flexible and situational.



7.5 FURTHER READING

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7.6 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1:

(a) Inter-personal process : leadership involves influencing and guiding others to attain goals.

(b) Group process : leadership operates only within groups, and not in isolation.

Ans to Q No 2:

(a) Sense of responsibility, self confidence and will power : a leader should have a sense of responsibility , self confidence and will power so as to gain the trust and confidence of the people in the work place thereby helping the organization reach its desired goals.

(b) Empathy : a leader needs to step into the shoes of others so as to have a complete understanding of the needs and aspirations of the employees.

(c) Humanist: because a leader deals with human beings, so he or she has to handle them with care and attention.

(c) Humanist : because a leader deals with human beings, so he/ she has to handle them with care and attention.

Ans to Q No 3:

The great man theory of leadership was popularized by Scottish writer Thomas Carlyle in the 1840s. Thomas Carlyle put forward the idea that world history is nothing more than a collection of biographies belonging to great men. To Carlyle this theory rests upon two basic assumptions:

1. Great leaders are born possessing certain trails that enable them to rise and lead.
2. Great leaders can arise when the need for them is great.

According to this view leaders are the possessor of certain traits, which set them apart from the rest, and it is by virtue of these traits that they lead the rest. According to Carlyle, those who are gifted with divine inspiration and right characteristics are leaders. Herbert Spencer, on the other hand, gave a counter argument to Carlyle's view. Spencer refuted Carlyle's views as unscientific, childish and primitive. To Spencer, leaders are products of the social environment. It is the society which makes a great man, and it is built-in social conditions that drives the leaders to act. In his book "The Study of Sociology" Spencer stated that the genesis of a great man depends on the long series of complex influences which has produced the race in which great men appear.

The basic characteristic of the great man theory are:

(a) Leaders are not made, they are born

(b) Leadership calls for commanding personality

(c) Great men should possess charm, courage, intelligence, persuasion and aggressiveness.

(d) Leaders should be action oriented which is inborn and cannot be taught or learnt in a formal sense.

The idea behind the great man theory is that great leaders are born and secondly great leaders arise when there is a great need. Good leaders are those who by virtue of their qualities, either inborn or developed by society are capable of capturing the imagination of the masses.

Ans to Q No 4:

One of the first academic theories of leadership that justifies why some people become good leaders while others cannot is the trait theory. This theory tries to identify the characteristics of an effective leader. The origin of this theory can be traced back to the 19th century, in the writings of Thomas Carlyle who tried to identify the inherent talents of persons who become effective leaders. This clearly is based on the assumption that leaders are born with distinctive qualities and traits which could not be developed. The theory tries to identify the common behavioural traits in leaders. The supporters of this theory believe that it is essential first to identify the qualities essential for effective leadership and then screening potential leaders from non-leaders and training those with potential. It is important to identify the traits of a good leader. This theory put forward certain common leadership traits. These are

(a) Emotional intelligence
(b) Honesty and integrity
(c) Good cognitive(mental) skills
(d) Flexibility, creativity, charisma and confidences.
(e) Knowledge of the work
(f) Tenacity (firmness) and initiator

A leader should process an integrated pattern of personal characteristics that make him distinct from the rest. Leadership therefore is largely an inborn quality, rather than developed through learning.

However, this theory is criticized on the ground that it believes that traits remain stable. But this is not true since with the passage of time and changes in the environment, leadership traits do undergo change.

Again, this theory is also criticized for being subjective in nature. The theory uses group results to judge individuals, which can cause people to appear different from what they truly are because they are being judged in comparison to others. Again, by way of imparting proper training leadership traits could be developed.



7.7 POSSIBLE QUESTIONS

Q. 1: Define leadership

Q. 2: Explain are the characteristics of leadership?

Q. 3: Explain the qualities of a good leader?

Q. 4: Discuss the great man theory of leadership.

Q. 5: Discuss the trait theory of leadership.

Q. 6: Discuss the situational and contingency theory of leadership.

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UNIT 8: SCIENTIFIC MANAGEMENT THEORY- F.W. TAYLOR

UNIT STRUCTURE

8.1 Learning Objectives

8.2 Introduction

8.3 Scientific Management theory of F.W. Taylor

- 8.3.1 Concept of Scientific Management
- 8.3.2 Background of Scientific Management theory
- 8.3.3 Aims of Scientific Management
- 8.3.4 Principles of Scientific Management
- 8.3.5 Objectives of Scientific Management

8.4 Criticisms against the Scientific Management theory

8.5 Let Us Sum Up

8.6 Further Reading

8.7 Answers to Check Your Progress

8.8 Possible Questions

8.1 LEARNING OBJECTIVES

After going through this unit, you will be able to :

- explain the concept of scientific management
- discuss the scientific management theory of F.W.Taylor
- explain the criticisms levelled against the theory.

8.2 INTRODUCTION

The 'Scientific Management Theory' is one of the most important theories of organization. In the wake of the the Industrial Revolution in the west, a new era of high industrialization, mass production and use of expensive machinery was ushered in resulting in strains in the employee-employer relationship. This led to the need to develop adequate methods and principles in solving the rising problems of management. Since the early 1900s onwards this trend had been accelerating where the traditional

way of management was challenged and proper scientific principles of management came to be propagated. This has been characterized as an era of 'Scientific Management' in the sense that new ideas and approaches were taking roots and a body of management principles was emerging. In fact, in the later part of the 19th century and the early part of the 20th century the Scientific Management Movement was initiated by Frederick Taylor who began his career as an apprentice in a small machinery-making shop in Philadelphia. Though there were several predecessors of Taylor who used some scientific management techniques, it was Taylor who gave a general framework that could be widely available and acceptable.

8.3 SCIENTIFIC MANAGEMENT THEORY OF F.W.TAYLOR

8.3.1 Concept of Scientific Management

By scientific management is meant application of scientific principles in all types of organization: be it management of our homes, the management of farms, management of business,- large and small, philanthropic institutions., governmental departments and industries. The overall goal of scientific management is overall increase in efficiency of any organization by applying scientific techniques and methods like planning, observation, measurement incentives like high wage, standardization of working methods, using scientific tools of work etc. The concept of scientific management analyses and synthesizes work flow, with the objective of improving economic efficiency and labour productivity. The concept attempts to apply science in the process of management.

8.3.2 Background of Scientific Management Theory

Scientific management theory is also known as the classical management theory which came to be formulated in the beginning of the 20th century. The conditions which led to the emergence of such a theory were as follows :

a) At the time, factory conditions were unplanned.

b) The workers were given the liberty to choose the modes of work on their own.

c) Even the factory owners did not provide them with the tools required for doing the work. As such, they bought their own tools irrespective of the fact as to whether these tools were appropriate or not.

As a result of the indifferent attitude of those in the managerial positions as to the methods of work, scientific management emerged as a new philosophy of management .

F.W. Taylor is regarded as the father of scientific management. An engineer by training, Fredrick Winslow Taylor was the first person who advocated the application of systematic and scientific methods to problems of management, and also to increase higher industrial efficiency. Though Taylor is regarded as the father of scientific management, it was Louis Brandies in 1910, who first used this concept. From that time onwards Taylor began to use the term "scientific management". Taylor stated "management is a true science, resting upon clearly fixed laws , rules, and principles which commanded applicability in all types of organization".

F.W.Taylor published a book in 1909 titled "The Principles of Scientific Management" where he openly stated that it is only when jobs were optimized and simplified that productivity would increase. He also put forward the concept of breaking down each work in components and identify the time needed for completion of each component part, so as to determine the most effective and efficient method of working.

Taylor assumed that if scientific methods are applied to organizational problem , then it would lead to higher industrial efficiency. Again if incentive of higher wage is provided it will lead to higher productivity. Taylor believed that all workers are motivated by money so he promoted the idea of a "fair day" pay for a "fair day's

work" - which meant that if a worker did not achieve his daily productive requirement , he didn't deserve the pay as compared to another worker who is highly productive.

8.3.3 Aims of Scientific Management

The aims of scientific management can be summarized as follows-

- **Increased Production:** Increase in the rate of production by the use of standardized tools, equipment and methods.
- **Quality Control:** Improvement in the quality of the output by research, quality control and inspection devices.
- **Cost Reduction:** Reduction in the costs of production by rational planning and regulation and cost control techniques.
- **Elimination of Wastes:** Elimination of wastes in the use of resources and methods of manufacturing.
- **Right Man for Right Work:** Placement of the right person on the right job through scientific selection and training.
- **Incentive Wages:** Relating wage payment to the efficiency of the workers.

8.3.4 Principles of Scientific Management

The following are the principles of scientific management as identified by F.W. Taylor :

- **Rule of thumb:** It is meant for using scientific method to study the work and determine the most effective method, relying on simple habit and common sense.
- **Functional specialization:** According to Taylor, it is important to match workers according to their jobs, based on capability and motivation and train them so as to ensure maximum productivity. Rather than assigning any work to any worker, it is important to assign them work for which they are best suited.

- **Monitoring:** To ensure that the workers are working efficiently Taylor advocated the concept of monitoring the workers performance providing them with instructions and supervisions whenever necessary.
- **Allocation of work:** Taylor suggested that work should be allocated between workers and management. While the managers should be involved in planning and training activities, the workers should be allowed to perform their tasks effectively.

8.3.5 Objectives of Scientific Management

The following are the objectives of the Scientific Management theory :

- **Standardization of working conditions:** which includes desirable temperature, lighting, humidity for achieving productivity.
- **Standardization of work methods:** which includes identifying the best way of doing the work, using right tools and right techniques. Standardization of work methods should be done to make faster and efficient work possible. Every work should be scientifically investigated in order to get higher productivity or lower unit cost. For that every worker should be entrusted with a fixed daily task. If the output of the worker achieves an optimum level under desirable condition, the worker should be rewarded, and if he fails to increase the output, penalties should be imposed on him.
- **Planning:** which involves preparing a blue print of the work, beforehand. The workers should be selected, placed and trained in a scientific manner in order to get more efficiency and economy. The best selection of the workers should be made for the tasks for which they are most capable.
- **Equal Division of Work between Management and the Workers:** Taylor is an earnest advocate of equal division of

work between workers and management. During his time he found that workers were overburdened with more works and responsibilities. At least half of the works should be under the responsibility of the management. The management should undertake the functions like organization, controlling and determining the methods of works.

- **Motion study:** which includes observation of all the motions that comprise a particular job and thereby determining the best set of motions.
- **Time study:** a technique which is used to determine the time content of a job, i.e. how much time does a work take to be performed.
- **Differential piece rate plan:** Taylor believed that based on time and motion study it is possible to fix a standard time for doing a particular piece of work. Under this plan, Taylor advocated two rates- those who produce within the standard time would receive higher wage and those taking more than the standard time would be paid lower wage. The aim of this plan was to encourage the 'high performer' to stay and the 'low performer' to leave.

Thus the ultimate goal of scientific management is to achieve higher industrial efficiency.



CHECK YOUR PROGRESS

Q 1: Write about the concept of scientific management.

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Q 2: Mention any two principles of scientific management.

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Q 3: Mention any two objectives of scientific management.

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Q 4: Mention the name of the book published by F.W.Taylor in 1909.

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8.4 CRITICISMS AGAINST THE SCIENTIFIC MANAGEMENT THEORY

The scientific management theory of Taylor is criticized on the following grounds:

- **Mechanical :** The theory of Taylor is mechanical in nature and ignores the human angle as Taylor's outmost priority is productivity. He fails to understand the fact that human beings are not machines but psychological and emotional beings.
- **Exploitative in nature:** As Taylor's theory gives too much importance to productivity and profitability, it results in exploitation of the employees. The scientific principles put unnecessary pressure upon the workers to perform the work effectively.
- **Individualistic in nature:** The concept of high performer and low performer reflects the fact that Taylor gives too much important to the individual's performance and not to group performance. However, in reality, it is seen that the success of any organization depends upon collective teamwork and not merely on individual effort.
- **Over simplification of workers' motivation:** to Taylor an employee is only motivated by high wage which is grossly wrong. Taylor

assumed that if only financial gains motivated the workers to workers to work effectively. However in reality along with financial gains, social and personal needs are also equally important.

However despite the limitations, Taylor deserves appreciation for his concern and effort for increasing the efficiency and productivity in an organization. The scientific management theory is one of the early theories of management, which emerged at the time when the demands for increasing productivity in industries was hitting its peak. It was then that Taylor came forward with a theory so as to improve industrial efficiency and productivity, by applying the best scientific methods in accomplishing the tasks. This theory was put to use by a number of industrialists who found fruitful results. This theory paved the way for others theories of management that helped in shaping the administration.

Taylor's Scientific Management has two dimensions- Mechanical and Philosophical. On the mechanical side, Taylor introduces time and motion study, standardization of tools, methods and working conditions, differential piece-rate system for the payment of wages etc. On the other hand, through philosophical dimension he tries to develop the science of management based on systematic investigation and experiment. The following points will summarize the advantages of the Scientific Management Theory-

- Replacement of traditional rule-of-thumb method by scientific techniques for each element of man's work.
- The theory has emphasized on proper selection and training of the worker.
- The theory has established the need for harmonious relationship between the workers and the management.
- The theory has also emphasized on the equal division of responsibilities between the workers and the management.
- The theory has introduced the standardization of tools, equipment, materials and work methods.
- The Scientific Management theory has also made it possible for higher incentive to the workers for their higher production.

- Another contribution of the theory is the elimination of wastes, better utilization of resources and rationalization of the system of control.



CHECK YOUR PROGRESS

Q 5: Mention any two criticisms of the Scientific Management.

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8.5 LET US SUM UP

- By scientific management is meant application of scientific principles in all types of organization: be it management of our homes, the management of farms, management of business,- large and small, philanthropic institutions., governmental departments and industries.
- The overall goal of scientific management is overall increase in efficiency of any organization by applying scientific techniques and methods like planning, observation, measurement incentives like high wage, standardization of working methods, using scientific tools of work etc.
- The concept of scientific management analyses and synthesizes work flow, with the objective of improving economic efficiency and labour productivity. The concept attempts to apply science in the process of management.
- Scientific management theory is also known as the classical management theory which came to be formulated in the beginning of the 20th century
- As a result of the indifferent attitude of those in the managerial positions as to the methods of work, scientific management emerged

as a new philosophy of management .

- F.W. Taylor is regarded as the father of scientific management. An engineer by training, Fredrick Winslow Taylor was the first person who advocated the application of systematic and scientific methods to problems of management, and also to increase higher industrial efficiency.
- Though Taylor is regarded as the father of scientific management, it was Louis Brandies in 1910, who first used this concept. From that time onwards Taylor began to use the term "scientific management".
- Taylor stated "management is a true science, resting upon clearly fixed laws , rules, and principles which commanded applicability in all types of organization".
- Taylor published a book in 1909 titled "The Principles of Scientific Management" where he openly stated that it is only when jobs were optimized and simplified that productivity would increase.
- Taylor assumed that if scientific methods are applied to organizational problem , then it would lead to higher industrial efficiency. Again if incentive of higher wage is provided it will lead to higher productivity. Taylor believed that all workers are motivated by money so he promoted the idea of a "fair day" pay for a "fair day's work" - which meant that if a worker did not achieve his daily productive requirement, he didn't deserve the pay as compared to another worker who is highly productive.
- The principles of scientific management as identified by F.W. Taylor are Rule of thumb , Functional specialization, Monitoring, Allocation of work.
- The objectives of the Scientific Management theory : Standardization of working conditions:- which includes desirable temperature, lighting, humidity for achieving productivity; Standardization of work methods:- which includes identifying the best way of doing the work, using right tools and right techniques; Planning:- which involves preparing

a blue print of the work, beforehand; Motion study:- which includes observation of all the motions that comprise a particular job and thereby determining the best set of motions; Time study:- a technique which is used to determine the time content of a job, i.e. how much time does a work take to be performed; Differential piece rate plan:- Taylor believed that based on time and motion study it is possible to fix a standard time for doing a particular piece of work;

- The scientific management theory of Taylor is criticized on the following grounds.
- The theory of Taylor is mechanical in nature as Taylor's outmost priority is productivity. He fails to understand the fact that human beings are not machines but psychological and emotional beings.
- As Taylor's theory gives too much importance to productivity and profitability, it results in exploitation of the employees. The scientific principles put unnecessary pressure upon the workers to perform the work effectively.
- The concept of high performer and low performer reflects the fact that Taylor gives too much important to the individual's performance and not to group performance. However, in reality, it is seen that the success of any organization depends upon collective teamwork and not merely on individual effort.
- To Taylor an employee is only motivated by high wage which is grossly wrong. Taylor assumed that if only financial gains motivated the workers to workers to work effectively. However, in reality along with financial gains, social and personal needs are also equally important.
- Despite the limitations, Taylor deserves appreciation for his concern and effort for increasing the efficiency and productivity in an organization.



8.6 FURTHER READING

1) Basu, Rumki (2004). Public Administration-Concepts and Theories. New Delhi: Sterling Publishers Private Limited.

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8.7 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: By scientific management is meant application of scientific principles in all types of organization: be it management of our homes, the management of farms, management of business,- large and small, philanthropic institutions., governmental departments and industries. The overall goal of scientific management is overall increase in efficiency of any organization by applying scientific techniques and methods like planning, observation, measurement incentives like high wage, standardization of working methods, using scientific tools of work etc. The concept of scientific management analyses and synthesizes work flow, with the objective of improving economic efficiency and labour productivity. The concept attempts to apply science in the process of management.

Ans to Q No 2: (a) Rule of thumb It is meant for using scientific method to study the work and determine the most effective method,

relying on simple habit and common sense.

(b) Functional specialization:

According to Taylor, it is important to match workers according to their jobs, based on capability and motivation and train them so as to ensure maximum productivity. Rather than assigning any work to any worker, it is important to assign them work for which they are best suited.

Ans to Q No 3:

(a) Standardization of working conditions:- which includes desirable temperature, lighting, humidity for achieving productivity.

(b) Standardization of work methods:- which includes identifying the best way of doing the work, using right tools and right techniques. Standardization of work methods should be done to make faster and efficient work possible. Every work should be scientifically investigated in order to get higher productivity or lower unit cost. For that every worker should be entrusted with a fixed daily task. If the output of the worker achieves an optimum level under desirable condition, the worker should be rewarded, and if he fails to increase the output, penalties should be imposed on him.

Ans to Q No 4: "The Principles of Scientific Management".

Ans to Q No 5:

(a) The theory of Taylor is mechanical in nature and ignores the human angle as Taylor's outmost priority is productivity. He fails to understand the fact that human beings are not machines but psychological and emotional beings.

(b) As Taylor's theory gives too much importance to productivity and profitability, it results in exploitation of the employees. The scientific principles put unnecessary pressure upon the workers to perform the work effectively.



8.8 POSSIBLE QUESTIONS

Q. 1: Discuss the theory of Scientific Management. What are the criticisms levelled against the theory.

Q. 2: Explain the aims of scientific management.

Q. 3: Explain the principles of scientific management.

Q. 4: Explain the objectives of scientific management.

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UNIT 9: HUMAN RELATIONS THEORY-ELTON MAYO

UNIT STRUCTURE

9.1 Learning objectives
9.2 Introduction
9.3 Concept of Human Relations
  9.3.1 Basic objectives of Human Relations
  9.3.2 Elements of Human Relations
  9.3.3 Components of Human Relations
9.4 Human Relations Theory- Elton Mayo
  9.4.1 The Hawthorne Experiments
  9.4.2 Criticisms levelled against the Human Relations theory
9.5 Views of Chester I. Barnard
9.6 Let Us Sum Up
9.7 Further Reading
9.8 Check Your Progress
9.9 Possible Questions

9.1 LEARNING OBJECTIVES

After going through this unit, you will be able to :

- explain the concept of human relations
- explain those aspects of Human Relations which are relevant to the Management
- identify the elements of human relations
- identify the components of human relations
- discuss the Human Relations theory by Elton Mayo
- explain the criticisms levelled against the Human Relations theory
- discuss Chester I. Barnard's views on Human Relations.

9.2 INTRODUCTION

While it is essential to focus on organisational goals such as productivity, growth and profit maximization yet it is equally important to

emphasise the psychological and social factors at work in an organisation. Thus, human factors such as job-satisfaction, individual recognition and career advancement have to be taken into account. It is in this context that the human relations movement initially emerged in industrial organisations wherein the need was felt to focus on the human side of an organisation in terms of the psychological and social aspects of the worker as an individual and his work group.

9.3 CONCEPT OF HUMAN RELATIONS

By human relations is meant one person's relationship or connection with another person. The concept of human relations throws light upon how people in an organisation work together in co-ordination and what can be done to ensure that the team works in perfect co-ordination. The concept of human relations is used as a medium for ensuring optimum satisfaction to all persons involved in common endeavour which covers social, economic and psychological needs of all persons engaged in it.

9.3.1 Basic Objectives of Human Relations

The basic objectives of Human Relations include the following:

a) Co-operation: By co-operation is meant that the employees in an organisation work with harmony and have maximum co-ordination amongst themselves, so that a healthy working environment is generated.

b) Maximisation of output: Another objective of human relations is to gain maximisation of output of service in the organisation and for this purpose co-ordination and co-operation is a must.

c) Satisfaction: It is only when the working environment is healthy that the employers would be motivated to work effectively. By healthy is meant good working environment, better facilities, leisure, effective lighting, respect for human dignity, good incentives. It is only in a healthy working environment that the employees will get motivated and thereby gain satisfaction from their work.

9.3.2 Elements of Human Relations

The Human Relations theory basically focuses on three elements - the individual, social aspect of work groups (informal organisations), and participative management.

(i) **The Individual:** Each worker is unique. He or she brings to the job situation certain attitudes and beliefs as well as certain technical, social and logical skills. The workers are motivated by a variety of factors- social, psychological and other intangible factors besides economic ones.

(ii) **Work groups (Informal Organisations):** The second element of this theory is its emphasis on the informal organisation that exists within the shadow of the formal organisation.

(iii) **Participative Management:** The third element of the Human Relations theory is participative management. Participative management means participation of the workers in decision-making about their work conditions. The workers discuss with supervisors the problems concerning their work environment and influence the decisions affecting the same.

9.3.3 Components of Human Relations

While discussing the concept of Human relations, reference could be made to the views of Keith Davis, who has identified four important components of Human Relations. They are:

a) Human Dignities-: which includes respecting each and every individual personality , irrespective of his/her position in the organisation.

b) Individual Differences: which lays stress upon the fact that each and every individual has a separate and independent personality of his or her own, and as such cannot be treated as a cog in the organisational structure.

c) Mutual interests: which implies that all human beings are by nature social and this sociability motivates them to work together around common interests which are different from individual interests.

d) Motivation: this principle flows from the principle of mutual interest. The very basis of the principle rests upon the fact that the management of an organisation should motivate the workers to work together; it is only then that the organisation can achieve the goals.

Thus, Human Relations provide a human angle to organisational relationships. However, it is not merely a practice of "big smile" as termed by Keith Davis, in running an administration but it also requires firmness in action in the interest of organisation.



CHECK YOUR PROGRESS

Q 1: Mention any four objectives of human relations.

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Q 2: Mention any two components of human relations.

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9.4 THE HUMAN RELATIONS THEORY - ELTON MAYO

The Human Relations Theory emerged in the USA in the 1920s as a critic of the Scientific Management Theory by F.W. Taylor. Its leading advocates were F.J. Roethlisberger, W.E. Moore and Elton Mayo of U.S.A and Friedman of France. This theory rejected the biological and mechanistic approach of scientific Management, and proposed the technique of dealing with employers socio-psychological perspective. This theory believed that increase in productivity can only be ensured it human psychology and moral values like goals, motivates , caringness, understanding, tolerance and being made a part of organisational working mechanism.

The Human Relations Theory is a management theory, which is a part of the school of Behaviouralism propounded by Elton Mayo who conducted several studies in North American companies so as to prove the importance of Human Relations in organisation and that not merely scientific principles can ensure maximum productivity. Of the various experiments, the Hawthrone experiments stand out.

9.4.1 The Hawthorne Experiments

Elton Mayo carried out experiments between 1924 and 1932, in a factory of the Western Electric Company- a manufacturing unit at Hawthorne in Chicago called the Hawthorne plant, the place which gave the name to the study. The goal was to study the effects of social relation, motivation and satisfaction of the employees on productivity of factories. The experiments were conducted to find out the relationship between the working conditions, tiredness and boredom of the employees , and how a change in these conditions improved the outcome, i.e. productivity. The company where the experiments were conducted was practising a liberal policy and the employees were also given sick leave, pension and other allowances, yet the output was not satisfactory. So, the company in 1923 conducted experiments wherein they divided the workers into two groups. One group was kept with the same existing conditions including the same old amount of lighting, while the second group was provided with increased lighting facilities. However what was found was that additional lighting did not increase the output rather it remained the same for both the groups. So no relation between lighting and productivity could be established. It was at this stage that the management sought the help of a team of psychologists from Harvard University under the leadership of Elton Mayo of the Harvard School of Business Administration in 1926. The team changed the social conditions in the plant, adding a human angle to all organisational relationships based on the principles of piece rate wage system. It was seen that the workers were motivated to work

for money until they were ensured an adequate income and refused to work more than that. This stood as a challenge of the Taylorian principle of scientific management as piece rate system did not motivate them to work more.

At the next level, some female workers were put under observation, and their working conditions were changed like lighting, humidity, etc. as well as catering to their social and psychological needs, which resulted in increased productivity. The Hawthorne experiments proved that human beings are not isolated beings, on the contrary, they react in their own way to variations.

Essentially, the principles of Human Relations theory are:

- Human beings need recognition and appreciation and not solely financial gains.
- Human beings are not machines. Their feelings and emotions matter and should be taken care of.
- An organisation works through both formal and informal relations.
- Job-security and job satisfaction must be ensured
- Employees should be given a chance to participate in the decisions relating to their interests.
- Absolutely strict supervision and control of the workers should be avoided.

It is only when this principles are followed efficiency in organisation can be ensured.

The essence of human relations theory lies in its emphasis on people in human motivation and an informal group functioning in contrast to exclusive concern for principles.

9.4.2 Criticisms levelled against the Theory

The theory of human relations is criticised on the following grounds:

- This theory is criticised for overemphasising human needs at

the cost of the need for accomplishing organisational tasks.

- The critics also opined that this theory is a manipulative one used for manipulating people to comply with management directives.
- This theory is also criticised as anti-union and pro-management.
- This theory also fails to explain the multifaceted organisational behaviour and organisational relationships.
- Finally, it exhibits a total lack of awareness of larger social and technological systems.



CHECK YOUR PROGRESS

Q 3: Mention any four principles of Human Relations theory.

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Q 4: Mention any two criticisms levelled against the Human Relations theory.

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9.5 THE VIEWS OF CHESTER I. BARNARD

Chester I. Barnard was a contemporary of Elton Mayo. He was an American business executive. He gave his views in his book titled "The Functions of the Executive" published in 1938. Barnard held that formal organisations were artificial systems. They grew out of informal organisations which were natural systems. The formal organisations in turn gave rise to new informal organizations. The informal organisations carry out three positive functions:

(i) Enhancing communication by providing viable alternatives to formal channels

(ii) Maintaining the socio-psychological cohesiveness of the organisation

(iii) Developing informal ties and activities helping the members to

cultivate feelings of personal importance.

Barnard was of the view that informal organisations are essential as a positive support to the formal structure. The informal organisations create relationships among members which otherwise would not develop under formal organisations.



CHECK YOUR PROGRESS

Q 5: Mention the name of the book written by Elton Mayo.

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9.6 LET US SUM UP

- By human relations is meant one person's relationship or connection with another person. The concept of human relations throws light upon how people in an organisation work together in co-ordination and what can be done to ensure that the team works in perfect co-ordination.
- The concept of human relations is used as a medium for ensuring optimum satisfaction to all persons involved in common endeavour which covers social, economic and psychological needs of all persons engaged in it.
- The basic objectives of Human Relations include the following:

  Co-operation, Maximisation of output, Satisfaction, Human Dignities, Individual Differences, Mutual interests and Motivation
- The Human Relations Theory emerged in the USA in the 1920s as a critic of the Scientific Management Theory by F.W. Taylor. Its leading advocates were F.J. Roethlisberger, W.E. Moore and Elton Mayo of U.S.A and Friedman of France. This theory rejected the biological and mechanistic approach of scientific Management, and proposed the technique of dealing with employers socio-psychological

perspective.

- The Human Relations Theory is a management theory, which is a part of the school of Behaviouralism propounded by Elton Mayo who conducted several studies in North American companies so as to prove the importance of Human Relations in organisation and that not merely scientific principles can ensure maximum productivity. Of the various experiments, the Hawthrone experiments stand out.
- Elton Mayo carried out experiments between 1924 and 1932, in a factory of the Western Electric Company- a manufacturing unit at Hawthorne in Chicago called the Hawthorne plant, the place which gave the name to the study.
- The goal was to study the effects of social relation, motivation and satisfaction of the employees on productivity of factories. The experiments were conducted to find out the relationship between the working conditions, tiredness and boredom of the employees , and how a change in these conditions improved the outcome, i.e. productivity.
- The company where the experiments were conducted was practising a liberal policy and the employees were also given sick leave, pension and other allowances, yet the output was not satisfactory. So, the company in 1923 conducted experiments wherein they divided the workers into two groups. It was found that no relation between lighting and productivity could be established.
- It was at this stage that the management sought the help of a team of psychologists from Harvard University under the leadership of Elton Mayo of the Harvard School of Business Administration in 1926.
- The team changed the social conditions in the plant, adding a human angle to all organisational relationships based on the principles of piece rate wage system. It was seen that the workers were motivated to work for money until they were ensured an adequate income and refused to work more than that. This stood as a challenge of the Taylorian principle of scientific management as piece rate system

did not motivate them to work more.

- At the next level, some female workers were put under observation, and their working conditions were changed like lighting, humidity, etc. as well as catering to their social and psychological needs, which resulted in increased productivity. The Hawthorne experiments proved that human beings are not isolated beings, on the contrary, they react in their own way to variations.
- The principles of Human Relations theory are: Human beings need recognition and appreciation and not solely financial gains; Human beings are not machines; Their feelings and emotions matter and should be taken care of;An organisation works through both formal and informal relations;Job-security and job satisfaction must be ensured ; Employees should be given a chance to participate in the decisions relating to their interests; Absolutely strict supervision and control of the workers should be avoided.
- The essence of human relations theory lies in its emphasis on people in human motivation and an informal group functioning in contrast to exclusive concern for principles.
- The theory of human relations is also criticised on many grounds such as overemphasising human needs at the cost of the need for accomplishing organisational tasks, being anti-union, etc.



9.7 FURTHER READING

1) Basu, Rumki (2004). Public Administration-Concepts and Theories. New Delhi: Sterling Publishers Private Limited.

2) Bhagwan, Vishnoo and Bhushan, Vidya (2007). Public Administration. New Delhi: S.Chand & Company Ltd.

3) Maheswari, Shriram (2003). Administrative Theory : An Introduction(Second Edition). New Delhi :Macmillan

4) Naidu, S. P. (2005), Public Administarion-Concepts and Theories. New Delhi: New Age International (P) Ltd.

5) Sharma, Dr. M. P. & Sadana, Dr. B. L. (2000). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.



9.8 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1:

(a) Co-operation: By co-operation is meant that the employees in an organisation work with harmony and have maximum co-ordination amongst themselves, so that a healthy working environment is generated.

(b) Maximisation of output: Another objective of human relations is to gain maximisation of output of service in the organisation and for this purpose co-ordination and co-operation is a must.

Ans to Q No 2:

(a) Human Dignities-: which includes respecting each and every individual personality , irrespective of his/her position in the organisation.

(b) Motivation: this principle flows from the principle of mutual interest. The very basis of the principle rests upon the fact that the management of an organisation should motivate the workers to work together; it is only then that the organisation can achieve the goals.

Ans to Q No 3:

(a) Human beings need recognition and appreciation and not solely financial gains.

(b) Human beings are not machines. Their feelings and emotions matter and should be taken care of.

(c) An organisation works through both formal and informal relations.

(c) Job-security and job satisfaction must be ensured

(d) Employees should be given a chance to participate in the decisions relating to their interests.

Ans to Q No 4:

(a) This theory is criticised for overemphasising human needs at the cost of the need for accomplishing organisational tasks.

(b) The critics also opined that this theory is a manipulative one used for manipulating people to comply with management directives.

Ans to Q No 5: "The Functions of the Executive"



9.9 POSSIBLE QUESTIONS

Q. 1: Explain the meaning of human relations .

Q. 2: Explain the basic objectives of human relation.

Q. 3: Write briefly about the elements of human relations.

Q. 4: Explain Chester Bernard's views on human relations.

Q. 5: Write briefly about the components of human relations.

Q. 6: Write a note on the Hawthorne experiments.

Q. 7: Discuss critically the Human Relations theory of organisation of Elton Mayo?

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UNIT 10: BUREAUCRATIC THEORY- MAX WEBER

UNIT STRUCTURE

10.1 Learning Objectives

10.2 Introduction

10.3 Bureaucracy

10.3.1 Meaning of Bureaucracy

10.3.2 Types of Bureaucracy

10.4 Weber's Concept of "Ideal Type" model of Bureaucratic Organization

10.5 Criticisms levelled against the Weberian theory of Bureaucracy

10.6 Let Us Sum Up

10.7 Further Reading

10.8 Answers to Check Your Progress

10.9 Possible Questions

10.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the meaning of bureaucracy
- explain the types of bureaucracy
- discuss Weber's Concept of "Ideal Type" model of Bureaucratic Organization
- discuss the criticisms levelled against the Weberian theory of Bureaucracy.

10.2 INTRODUCTION

In our attempt to study "Public Administration", "Bureaucracy" stands to be an integral part of the subject. In fact, Bureaucracy could be regarded as the steering wheel upon which the entire affairs of public administration depend. The present age may truly be described as the Age of Bureaucracy but the latter has emerged as a powerful institution

only in recent times especially since the First World War (1914-18). Bureaucracy naturally was not viewed as an important institution when the functions of the government were of simple nature. A big expansion in government responsibilities occurred in many countries during the First World War, primarily due to the exigencies of war. The Great Depression of the thirties also forced many governments to take up newer tasks mostly of welfare, promotional, and regulatory nature. It is, however, after the Second World War that all the newly emerging nation states expanded government functions which gradually also led to the expansion of bureaucracy. Therefore, to have an in-depth understanding of the concept of Bureaucracy, both the theoretical and practical perspectives becomes very important at this stage. The nature and structure of such an authority could be only understood more precisely with the study of the Bureaucratic Theory of Max Weber.

10.3 BUREAUCRACY

10.3.1 Meaning of Bureaucracy

"Bureaucracy" as a word is used in different senses. It may refer to the totality of personnel featuring on the payroll of the government including even those at the bottom of the hierarchy-such as peons, car drivers, postmen etc. A majority of the citizens are inclined to identify only those civil servants with whom they come in regular contact as bureaucracy including the top-level public functionaries sitting in the secretariat offices or it may apply to the personnel who are occupying policy-making and supervisory positions in the "middle level" and "top level management" of the administrative system.

The term "bureaucracy" was basically of French origin. It was first coined by Vincent de Gourney, a French economist in 1745. "Bureaucracy" in French is known as bureau, meaning a writing table or desk. Thus, it simply means a "desk" or "desk government". The Dictionary of the French Academy accepted the word in its 1798

supplement and explained the meaning as "power, influence of the heads and staff of government bureaus". The classical writings on bureaucracy came from Karl Marx, Max Weber, Robert Michels and Gaetano Mosca.

Robert Michels in his book "Political Parties" propounded the concept of Iron law of Oligarchy. According to this concept, large organizations have a tendency to develop a bureaucratic structure (oligarchic system). In other words, it states that in big organizations power is concentrated in the hands of a few (oligarchy). This phenomenon rules out the possibility of internal democracy in large scale organizations due to elite domination. Gaetano Mosca, in his book The Ruling Class classified the political system into two categories that is feudal and bureaucratic. He said that the bureaucracy is basic to the governance of big empires. However, the systematic study of bureaucracy began with Max Weber, the German sociologist.

J.W. Garner writes, "Bureaucracy means the civil servants the administrative functionaries who are professionally trained for the public service and who enjoy permanency of tenure, promotion within service-partly by seniority and partly by merit."

According to Willoughby, the term bureaucracy is broadly used to describe, "any personnel system where the employees are classified in a system of administration composed of a hierarchy, sections, divisions, bureaus, departments and the like." In the words of Max Weber, "It is a system of administration characterized by expertness, impartiality and absence of humanity."

Appleby defines Bureaucracy as, "a professional class of technically skilled persons who are organized in a hierarchical way and serve the state in an impartial manner."

According to Gladden, Bureaucracy means "a regulated administrative system organized as a series of inter-related offices."

10.3.2 Types of Bureaucracy

According to Morstein Marx in his book, "The Administrative State: An Introduction to Bureaucracy" described four types of bureaucracy.

1. **Guardian Bureaucracy:** Morstein Marx cites two examples of 'Guardian Bureaucracy', viz., Chinese Bureaucracy up to the advent of the Sung period (960 A.D.), and the Prussian Civil Service during 1640 and 1740. This type of bureaucracy, in the words of Marx, may be defined as "a scholastic officialdom trained in right conduct according to the classics." Plato's concept of the philosopher king is an example of the guardian bureaucracy. Such civil service regarded itself as custodians of public interest, but was independent of and unresponsive to the public opinion. It was righteous, incorruptible, efficient, competent and benevolent on the one hand, but authoritarian and responsive on the other.
2. **Caste Bureaucracy:** The Caste bureaucracy according to Marx has a class base and "arises from the class connection of those in the controlling positions." Such type is widely prevalent in oligarchical political systems. Under such a system only persons belonging to upper classes or higher castes can become public officials. Thus, in ancient India, only Brahmins and Kshatriyas could become high officials. Another way in which such a type manifests is linking the qualification for the higher posts with arrangements that amount to class preferences.
3. **Patronage Bureaucracy:** Another name for the patronage Bureaucracy is the spoils system. There is a subtle difference between these two terms- patronage and spoils systems. In both, the recruitment is based on favouritism. In the patronage system, the beneficiaries would continue in employment while in spoils the beneficiaries have to quit when the government changes. In contrast to the spoils system, patronage provides

stability of tenure. The traditional home of spoils has been the USA. Patronage had full sway in the U.K. till the middle of the nineteenth century. This type of civil service exists where public jobs are given as a personal favour or political reward.

The patronage system worked differently in the two countries mentioned above. In the U.K., patronage bureaucracy marched side by side with an aristocratic social order and fulfilled its purpose. The patronage in Britain was used only for the benefit of the scions of the nobility. In the United States, on the contrary, the spoils system worked quite differently and jobs went as spoils to the victorious political party.

4. **Merit Bureaucracy:** Merit bureaucracy has, as its basis, merit of the public official and, as its aim, efficiency of the civil service. It aims at career open to talent. In other words, the attempt is to recruit the best person for the public service, his or her merit being judged by objective standards. This is the method in vogue in all civilized countries. Appointment to public service is no longer governed by class considerations, and it is no more a gift or a favour. Nor is the public servant any longer the self-appointed guardian of the people. The civil servant in a modern democracy is really an official in the service of the people, and is recruited on the basis of prescribed qualifications tested objectively. Recruitment to the civil service is made on the basis of the candidate's merit and intelligence assessed through open competitive examinations.



CHECK YOUR PROGRESS

Q 1: Name the author of the book "Political Parties".

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Q 2: Write about guardian bureaucracy.

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10.4 WEBER'S CONCEPT OF "IDEAL TYPE" MODEL OF BUREAUCRATIC ORGANISATION

Max Weber (21 April 1864 - 14 June 1920) was a leading German sociologist, philosopher, jurist, and political economist. His full name is read as Maximilian Karl Emil Weber. Weber's ideas have had a profound influence upon social theory and social research. His thinking was strongly influenced by German Idealism, and particularly by Neo-Kantianism.

The credit for laying down the fundamental characteristics that always characterize a bureaucracy, whether belonging to a capitalist society or a communist system, belongs to Max Weber. Weber holds a unique position in the galaxy of administrative-political thinkers who made an attempt to explain the concept of bureaucracy. In fact, the first scientific treatment of bureaucracy came from his writings. Thus, his name became synonymous to bureaucracy. He has defined bureaucracy in terms of its structural characteristics. In his 1922 essay entitled "Bureaucracy", published in his magnum opus "Economy and Society", Weber described many forms of public administration, government, and business.

According to Weber, "bureaucratic organizations are the most rational means of carrying out imperative control over human beings". The theory of bureaucracy is based upon the nature of authority relationships in organisation. It is concerned with how organizations actually operate rather than with how they should function. Weber visualized the bureaucratic model as an orderly structuring of power to achieve rational human behaviour under a hierarchy of professionals. He further observed bureaucracy as sustained and sanctified by the purest type of exercise of legal-rational authority based on formal rules and written laws, as the most efficient form of organization. Therefore, his conceptual framework of bureaucracy cannot be understood properly without understanding his typology of authority system.

Weber defined power as, "The probability that one actor within a social relationship will be in a position to carry out his own will, despite resistance" while he defined authority as "the probability that a command

with a given specific content will be obeyed by a given group of persons." Thus, compared to power, authority is characterized by legitimacy, that is, voluntary obedience of the command by the subordinates. In other words, legitimacy turns power into authority. According to Weber, authority is synonymous to 'authoritarian power of command' and he called it 'dominion'. He stated that, "all administration means dominion." (i.e. administration means exercise of authority). His three pure types of legitimate authority are based respectively on his three bases of legitimacy. They are:

- **Traditional Authority:** According to Weber, this authority rests "on an established belief in the sanctity of immemorial traditions and the legitimacy of the status of those exercising authority under them." The extent of authority under this system is determined by custom and precedent. In other words, the obedience under this system is owed to the ruler who occupies the traditionally sanctioned position of authority based on customary traditions and norms. The administrative staff under the traditional authority system is either patrimonial or feudal whereby all powers flow from the leader who commands obedience based on age-old customs.
- **Charismatic Authority:** The term 'charisma' literally means the gift of grace. According to Weber, this authority rests "on devotion to specific and exceptional sanctity, heroism or exemplary character of an individual and of the normative patterns or orders revealed or ordained by him". Thus, the ruler under the system possesses some exceptional qualities and is obeyed by virtue of personal trust in him. The administrative staff under the charismatic authority system consists of followers who secure positions on the basis of their charismatic qualities and their personal loyalty to the leader.
- **Legal-Rational Authority:** According to Weber, this authority rests "on a belief in the legality of patterns of normative rules and the right of those elevated to authority under such rules to issue commands. Thus, obedience under this system is owed to the

legally established impersonal order which is rational in character. "It extends to person exercising the authority of office under it, only by virtue of the formal legality of their commands and only within the scope of authority of the office." The administrative staff under the legal-rational authority system consists of the bureaucracy staffed by appointed individual officials recruited through set rules.

Therefore, rational-legal authority is recognized as the most legitimate type in the theory of bureaucracy. Thus, Weber conceived bureaucracy as the 'ideal type' of administrative organisation.

The distinctive features of bureaucracy are as follows:

- **A set of written rules and work procedures:** Bureaucracy functions through a framework of rules and regulations. All administrative acts, functions and decisions are found by rules which are formulated and recorded in writing. Rules are designed to ensure uniformity of action and equality of treatment. Written rules and work procedures serve as guides to action by managers and workers. Norms of conduct are established and everyone is expected to follow them. A systematic interpretation of norms and enforcement of rules cannot be maintained through oral communication.
- **Specialization:** There is a systematic division of labour, rights and power. Every member of the rational organisation must know fully the limits of his or her job and powers so that there is no overlapping between the roles of different participants as otherwise the whole structure would be undermined. Thus, there is a specific sphere of competence consisting of (a) obligations to perform specific functions, (b) provision of the necessary authority to carry out these functions, and (c) clear definition of the means of compulsion which are to be used subject to definite conditions.
- **Hierarchy of authority:** Through a series of delegations a hierarchy is created under which each lower office is under the control and supervision of a higher one. This is necessary to ensure compliance

of orders and instructions. Compliance cannot be left to chance, it has to be sys-tematically checked and reinforced. Therefore, no office is left uncontrolled.

- **Impersonal relations:** As a matter of principle, the members of the administrative staff should be completely separated from ownership of the means of production. In addition, the organization's property which is controlled within the spheres of the office is completely separated from the personal property of the officials.
- **Trained personnel:** Members of the administrative staff are provided specialized technical training so that a fully rational application of technical rules or norms can be made. The bureaucrat derives his authority and legitimate command from technical skill and knowledge. Employees should be placed according to their command of technical training or competence.
- **Organizational freedom:** There should be a complete absence of appropriation of one's official position by the incumbent. The organization must be free from any outside control and positions cannot be monopolized by any incumbent. All positions must be free to be allocated and re-allocated according to the needs of the organization.

According to Weber, the purely bureaucratic type of administrative organization is , from a purely technical point of view, capable of attaining the highest degree of efficiency. Thus, it is the most rational known means of carrying out imperative control over human beings. It is superior to any other form of organization in precision, stability, discipline and reliability. It thus makes possible a high degree of calculability of results for the heads of the organization. It is also superior in intensive efficiency as well as in scope of its operations. It is capable of application to all kinds of administrative tasks. It is completely indispensable for the needs of mass administration in modern times.



CHECK YOUR PROGRESS

Q 3: What are the three bases of authority?

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.....

Q 4: Explain the meaning of Charismatic Authority.

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Q 5: Explain any two features of bureaucracy.

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10.5 CRITICISMS AGAINST THE WEBERIAN THEORY OF BUREAUCRACY

Weber's bureaucratic model was criticized by subsequent social scientists on various grounds :

- Weber has been criticized for having ignored the aspect of ethnocentricity in his analysis, for he was overly inspired by the Prussian bureaucracy of his times and he sought to generalize such a local model of administration.
- On the issue of Weber's claim that bureaucracy is technically the most efficient, the critics say that adherence to prescribed rules and regulations soon becomes the obsession and passion of bureaucracy, with the consequence that the overall goals and objectives of an organisation get lost.
- Bureaucracy, thus, fosters behavioral traits such as ritualism, redtape, rigidity, over-secretiveness, unwillingness to delegate, reluctance to exercise discretion, etc. In this regard, Crozier in his book, "The Bureaucratic Phenomenon" has rightly remarked that bureaucracy is an organization that cannot correct its behavior by learning from its errors.
- The bureaucratic theory was also criticised as "machine theory" due

to its overemphasis on the formal structures of the organization while neglecting the human dimension.

- The bureaucratic theory was described as a "closed system model" as it did not take into account in detail the interaction between the organization and its environment.
- The bureaucratic theory cannot function in an unstable environment (i.e. in changing environmental conditions).
- Lastly, the bureaucratic theory is suitable for routine and repetitive jobs but not for jobs involving creativity and innovation.

To conclude, it is worth mentioning that Max Weber had postulated an absolutely instrumental role of the bureaucracy. Therefore, while being critical of Max Weber's bureaucratic theory, one should also not forget that the great sociologist was only analyzing the 'ideal-type' bureaucracy, and thus its practice is bound to fall short of the ideal.



CHECK YOUR PROGRESS

Q 6 : Mention any two criticisms of the Weberian theory of bureaucracy.

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10.6 LET US SUM UP

- "Bureaucracy" as a word is used in different senses. It may refer to the totality of personnel featuring on the payroll of the government including even those at the bottom of the hierarchy-such as peons, car drivers, postmen etc.
- A majority of the citizens are inclined to identify only those civil servants with whom they come in regular contact as bureaucracy including the top-level public functionaries sitting in the secretariat

offices or it may apply to the personnel who are occupying policy-making and supervisory positions in the "middle level" and "top level management" of the administrative system.

- The term "bureaucracy" was basically of French origin. It was first coined by Vincent de Gourney, a French economist in 1745. "Bureaucracy" in French is known as bureau, meaning a writing table or desk.
- Marx cites two examples of 'Guardian Bureaucracy', viz., Chinese Bureaucracy up to the advent of the Sung period (960 A.D.), and the Prussian Civil Service during 1640 and 1740. This type of bureaucracy, in the words of Marx, may be defined as "a scholastic officialdom trained in right conduct according to the classics."
- Plato's concept of the philosopher king is an example of the guardian bureaucracy. Such civil service regarded itself as custodians of public interest, but was independent of and unresponsive to the public opinion. It was righteous, incorruptible, efficient, competent and benevolent on the one hand, but authoritarian and responsive on the other.
- The Caste bureaucracy according to Marx has a class base and "arises from the class connection of those in the controlling positions." Such type is widely prevalent in oligarchical political systems. Under such a system only persons belonging to upper classes or higher castes can become public officials.
- Another name for the patronage Bureaucracy is the spoils system. There is a subtle difference between these two terms- patronage and spoils systems. In both, the recruitment is based on favouritism. In the patronage system, the beneficiaries would continue in employment while in spoils the beneficiaries have to quit when the government changes. In contrast to the spoils system, patronage provides stability of tenure.
- The traditional home of spoils has been the USA. Patronage had full sway in the U.K. till the middle of the nineteenth century. This type of

civil service exists where public jobs are given as a personal favour or political reward.

- The patronage system worked differently in the two countries mentioned above. In the U.K., patronage bureaucracy marched side by side with an aristocratic social order and fulfilled its purpose. The patronage in Britain was used only for the benefit of the scions of the nobility. In the United States, on the contrary, the spoils system worked quite differently and jobs went as spoils to the victorious political party.
- Merit bureaucracy has, as its basis, merit of the public official and, as its aim, efficiency of the civil service. It aims at career open to talent. In other words, the attempt is to recruit the best person for the public service, his or her merit being judged by objective standards. This is the method in vogue in all civilized countries.
- Max Weber (21 April 1864 - 14 June 1920) was a leading German sociologist, philosopher, jurist, and political economist.
- The credit for laying down the fundamental characteristics that always characterize a bureaucracy, whether belonging to a capitalist society or a communist system, belongs to Max Weber. Weber holds a unique position in the galaxy of administrative-political thinkers who made an attempt to explain the concept of bureaucracy in a scientific way.
- He has defined bureaucracy in terms of its structural characteristics. In his 1922 essay entitled "Bureaucracy", published in his magnum opus "Economy and Society", Weber described many forms of public administration, government, and business.
- According to Weber, authority is synonymous to 'authoritarian power of command' and he called it 'dominion'. He stated that, "all administration means dominion." (i.e. administration means exercise of authority). His three pure types of legitimate authority are based respectively on his three bases of legitimacy. They are: Traditional Authority, Charismatic Authority and Legal-Rational

Authority.

- Therefore, rational-legal authority is recognized as the most legitimate type in the theory of bureaucracy. Thus, Weber conceived bureaucracy as the 'ideal type' of administrative organisation.
- Bureaucracy functions through a framework of rules and regulations. All administrative acts, functions and decisions are found by rules which are formulated and recorded in writing. Rules are designed to ensure uniformity of action and equality of treatment. Written rules and work procedures serve as guides to action by managers and workers. Norms of conduct are established and everyone is expected to follow them. A systematic interpretation of norms and enforcement of rules cannot be maintained through oral communication.
- There is a systematic division of labour, rights and power. Every member of the rational organisation must know fully the limits of his or her job and powers so that there is no overlapping between the roles of different participants as otherwise the whole structure would be undermined. Thus, there is a specific sphere of competence consisting of (a) obligations to perform specific functions, (b) provision of the necessary authority to carry out these functions, and (c) clear definition of the means of compulsion which are to be used subject to definite conditions.
- Through a series of delegations a hierarchy is created under which each lower office is under the control and supervision of a higher one. This is necessary to ensure compliance of orders and instructions. Compliance cannot be left to chance, it has to be sys-tematically checked and reinforced. Therefore, no office is left uncontrolled.
- As a matter of principle, the members of the administrative staff should be completely separated from ownership of the means of production. In addition, the organization's property which is controlled within the spheres of the office is completely separated from the

personal property of the officials.

- Members of the administrative staff are provided specialized technical training so that a fully rational application of technical rules or norms can be made. The bureaucrat derives his authority and legitimate command from technical skill and knowledge. Employees should be placed according to their command of technical training or competence.
- There should be a complete absence of appropriation of one's official position by the incumbent. The organization must be free from any outside control and positions cannot be monopolized by any incumbent. All positions must be free to be allocated and re-allocated according to the needs of the organization.
- According to Weber, the purely bureaucratic type of administrative organization is , from a purely technical point of view, capable of attaining the highest degree of efficiency. Thus, it is the most rational known means of carrying out imperative control over human beings. It is superior to any other form of organization in precision, stability, discipline and reliability. It thus makes possible a high degree of calculability of results for the heads of the organization. It is also superior in intensive efficiency as well as in scope of its operations. It is capable of application to all kinds of administrative tasks. It is completely indispensable for the needs of mass administration in modern times.



10.7 FURTHER READING

1) Basu, Rumki (2004). Public Administration-Concepts and Theories. New Delhi: Sterling Publishers Private Limited.

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5) Sharma, Dr. M. P. & Sadana, Dr. B. L. (2000). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.

10.8 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: Robert Michels

Ans to Q No 2: Morstein Marx cites two examples of 'Guardian Bureaucracy', viz., Chinese Bureaucracy up to the advent of the Sung period (960 A.D.), and the Prussian Civil Service during 1640 and 1740. This type of bureaucracy, in the words of Marx, may be defined as "a scholastic officialdom trained in right conduct according to the classics." Plato's concept of the philosopher king is an example of the guardian bureaucracy. Such civil service regarded itself as custodians of public interest, but was independent of and unresponsive to the public opinion. It was righteous, incorruptible, efficient, competent and benevolent on the one hand, but authoritarian and responsive on the other.

Ans to Q No 3: Traditional authority, Charismatic authority and Legal-Rational authority.

Ans to Q No 4: The term 'charisma' literally means the gift of grace. According to Weber, this authority rests "on devotion to specific and exceptional sanctity, heroism or exemplary character of an individual and of the normative patterns or orders revealed or ordained by him". Thus, the ruler under the system possesses some exceptional qualities and is obeyed by virtue of personal trust in him. The administrative staff under the charismatic authority system consists of followers who secure positions on

the basis of their charismatic qualities and their personal loyalty to the leader.

Ans to Q No 5:

(a) A set of written rules and work procedures: Bureaucracy functions through a framework of rules and regulations. All administrative acts, functions and decisions are found by rules which are formulated and recorded in writing. Rules are designed to ensure uniformity of action and equality of treatment. Written rules and work procedures serve as guides to action by managers and workers. Norms of conduct are established and everyone is expected to follow them. A systematic interpretation of norms and enforcement of rules cannot be maintained through oral communication.

(b) Specialization: There is a systematic division of labour, rights and power. Every member of the rational organisation must know fully the limits of his or her job and powers so that there is no overlapping between the roles of different participants as otherwise the whole structure would be undermined. Thus, there is a specific sphere of competence consisting of (a) obligations to perform specific functions, (b) provision of the necessary authority to carry out these functions, and (c) clear definition of the means of compulsion which are to be used subject to definite conditions.

Ans to Q No 6:

(a) The bureaucratic theory was criticised as "machine theory" due to its overemphasis on the formal structures of the organization while neglecting the human dimension.

(b) The bureaucratic theory was described as a "closed system model" as it did not take into account in detail the interaction between the organization and its environment.



10.9 POSSIBLE QUESTIONS

Q. 1: Explain the meaning of bureaucracy.

Q. 2: Explain the different types of bureaucracy as put forward by Morstein Marx.

Q. 3: Discuss Weber's concept of the "Ideal Type" model of bureaucratic organsiation.

Q. 4: Explain the criticisms leveled against the bureaucratic theory.

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UNIT 11: DECISION-MAKING THEORY - HERBERT SIMON

UNIT STRUCTURE

11.1 Learning Objectives

11.2 Introduction

11.3 Meaning of Decision-Making

11.4 Herbert Simon and Decision-Making

- 11.4.1 Features of Herbert Simon's Decision-Making theory
- 11.4.2 Programmed and Non-Programmed decisions
- 11.4.3 Criticisms against Simon's theory of decision-making

11.5 Let Us Sum Up

11.6 Further Reading

11.7 Answers to Check Your Progress

11.8 Possible Questions

11.1 LEARNING OBJECTIVES

After going through this unit, you will be able to :

- explain the meaning of decision making
- discuss Herbert Simon's views on decision-making
- explain the features of Simon's decision-making theory
- explain the concepts of programmed and non-programmed decisions
- explain the criticisms levelled against Herbert Simon's theory of decision-making.

11.2 INTRODUCTION

The key task of any organization in the field of public administration is that of taking fruitful decisions to reach the organizational goals. The challenge in front of the organization is to take the most effective decision after weighing all the options available. Thus, decision making is a process of making a final choice from among several alternate possibilities. The process of decision making is therefore an important field of study in public

administration. In this unit, we shall discuss the decision-making theory as put forward by Herbert Simon.

11.3 MEANING OF DECISION-MAKING

Decision making is a process of making a final choice from among several alternate possibilities. In other words, it is a process which involves the mechanism of gathering information and assessing alternative possibilities so as to make a decision. The process of decision making includes the following steps as identified by Kescia D. Gray :

(a) Identification of desired goal

(b) Gathering information for choosing the best viable option

(c) considering the consequences

(d) making a choice

(e) evaluating the decision

Decision making therefore refers to a course of action chosen purposively from among various alternatives to achieve a desired goal as objectives. In the field of public administration the process is a continuous one and also an integral component of management to achieve organizational and managerial objectives. The process cannot act in isolation in any organization and it involves discussion with a group of people. Herbert Simon analyses human behaviour in terms of role of human value preferences in the decision making process. To Simon, administration is the art of getting things done. He therefore, laid emphases upon the processes and methods that ensure action. Decision making deals with the process of choice which leads to action. Simon points out that without an adequate understanding of this dimension, which is rooted in the behaviours of persons who are working in the organization, the study of administration is bound to remain inadequate.



CHECK YOUR PROGRESS

Q 1: Explain the meaning of decision-making.

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11.4 HERBERT SIMON AND DECISION-MAKING

Herbert Simon was an American social scientist, who was greatly influenced by Barnard. In fact, many of Barnard's ideas are reflected in Simon's works particularly in his book "Administrative Behavior" (1951).

Herbert Simon equates administration with decision making and put forward a new concept in administration which is based on theories and methodologies of logical positivism with their focus on decision making. Simon was the first one who challenged the concept of public administration which denoted a study of public policy. Simon criticized the definition of public administration which defined it as the study of public policy. According to him, it would lead to a wide range of governmental problems and would also swallow political science and other social sciences. To him the scholars of public administration should focus more on the behaviors of those who make decisions in public sphere rather than on public policy. To quote him, "theory of administration should be concerned with the process of decision as well as with the process of action". In fact, Simon considered decisions as the heart of administration covering the whole range of the administrative process. Simon observed that at every level of organization, decisions are made in varying degree. At times, certain decisions were factual while some were based on value judgments. Differentiating between the fact-based and value based judgments was indeed a difficult process. So, Simon put forward the idea that one should draw a clear line of demarcation between factual and ethical elements.

Herbert Simon divided the concept of decision making into two parts:

(a) Decision being arrived at

(b) Process of action

To him, simply making a decision is meaningless until it is implemented. So, both decision making and implementing the decision is equally important and both these aspects are inter connected. Simon stated "theory of administration should be concerned with the processes of decision as well as with the processes of action". Simon hold the view that decisions taken should be proper and in time and it should also be effectively

implemented if the desired goal of administration is to be achieved. In fact, Simon also stated that decision making is a matter of compromise, as the administrator is to choose from a number of alternatives best suited for the purpose. As the policy makers are to ensure that the declared policy is best suited for the purpose, he or she must be very careful in taking decisions.

11.4.1 Features of Herbert Simon's Decision Making Theory

The basic features of Simon's decisions making theory are as follows:

(1) **Logical positivism -** a concept, which asserts that only statement verifiable through empirical observations is cognitively meaningful. It also emphasized upon the fact and value dichotomy.

(2) **Disapproval of policy-** administrative dichotomy: Simon disapproved policy- administrative dichotomy and in its place proposed fact-value dichotomy. According to Simon, administration should be based on factual premises of decision making which should be based on systematic empirical investigation and analysis.

(3) **Rationality in decision making-** Simon believes that it is important to use one's rationality in making a choice. To him rationality is concerned with analysis of consequences while making a decision. To him the decision maker should have complete knowledge about the subject before taking a decision.

(4) **Idea of "Satisficing"-** Simon puts forward the idea of "satisficing"- a word derived from the combination of two words- "satisfaction" and "suffice". "Satisficing" implies the choice of selecting a course that is good enough to tackle a situation, but not the best possible decision.

(5) Simon's decision making model includes three phases-

(a) Intellectual activity- wherein the decision maker tries to understand the environment first by identifying the conditions which needs to be addressed first.

(b) Design activity - which covers identifying, developing and analyzing all possible courses of action

(c) Choice activity- choosing the most effective course of action

To Simon, effective decision making is the outcome of the above three phases.

11.4.2 Programmed and Non-Programmed Decisions

Simon's decision making model also upholds the concept of programmed and non-programmed decisions.

Programmed decisions are those which are repetitive and routine in nature. Such decisions are made on the basis of standard operating procedures. Unprogrammed decisions are unstructured and novel decisions which are not practiced on a daily basis. As no well-tried methods are available for taking such decisions. Unprogrammed decisions are to be made on the basis of judgement and intuition.

11.4.3 Criticisms against Simon's Theory of Decision-making

Various thinkers have criticized Simon's theory of decision making on the following grounds:

According to critics simon's theory is only based upon administrative goals. Simon laid too much emphasis on goals rather than on efficiency.

The concept of rationality is also subjected to criticism. According to critics, by emphasizing on rationality, Simon has not recognized the role of values in decision making. It uses the argument of rationalism and thereby draws a distinction between fact and value. According to the critics, this is nothing but reviving in a new guise the discredited politics-administrative dichotomy.

Simon's critics also remark that this model is not enough to explain the totality of the organizational pictures. The critics though

agree that in any organizational situation decision making is an important variable , one must not forget that the process of decision making involves both rational and emotional dimensions. Simon's theory is also regarded as a general theory as it fails to provide details to guide the organizational planners.

Again Simon also seems to relegate social, political, economic as well as cultural factors into the background and puts too much stress on the processes and the role of decision making. The critics are of the opinion that social, political, economic as well as cultural factors also play an important role in the analysis of administrative decision making and behaviours.

According to critics, it is also very difficult to determine an alternative course of action that might be followed to accomplish a goal.



CHECK YOUR PROGRESS

Q 2: Explain the basic features of Simon's decision-making theory.

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Q 3: Write the meaning of programmed and non-programmed decisions.

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11.5 LET US SUM UP

- Decision making is a process of making a final choice from among several alternate possibilities. In other words, it is a process which involves the mechanism of gathering information and assessing alternative possibilities so as to make a decision.

- The process of decision making includes the following steps as identified by Kescia D. Gray: (a) Identification of desired goal; (b) Gathering information for choosing the best viable option; (c) considering the consequences ; (d) making a choice; (e) evaluating the decision
- Decision making therefore refers to a course of action chosen purposively from among various alternatives to achieve a desired goal as objectives. In the field of public administration the process is a continuous one and also an integral component of management to achieve organizational and managerial objectives. The process cannot act in isolation in any organization and it involves discussion with a group of people.
- Herbert Simon analyses human behavior in terms of role of human value preferences in the decision making process. To Simon, administration is the art of getting thing done. He therefore, lay's emphases upon the processes and methods that ensure action.
- Decision making deals with the process of choice which leads to action simon points out that without an adequate understanding of this dimension, which is rooted in the behaviors of men who are at work in the organization, the study of administration is destined to remain inadequate.
- Herbert Simon was an American social scientist, who was greatly influenced by Barnard. In fact, many of Barnard's ideas are reflected in Simon's works particularly in his book "Administrative Behavior" (1951).
- Herbert Simon equates administration with decision making and put forward a new concept in administration which is based on theories and methodologies of logical positivism with their focus on decision making. Simon was the first one who challenged the concept of public administration which denoted a study of public policy.
- Simon criticized the definition of public administration which defined it as the study of public policy. According to him, it would lead to a

wide range of governmental problems and would also swallow political science and other social sciences. To him the scholars of public administration should focus more on the behaviors of those who make decisions in public sphere rather than on public policy.

- In fact, Simon considered decisions as the heart of administration covering the whole range of the administrative process. Simon observed that at every level of organization, decisions are made in varying degree. At times, certain decisions were factual while some were based on value judgments. Differentiating between the fact-based and value based judgments was indeed a difficult process. So, Simon put forward the idea that one should draw a clear line of demarcation between factual and ethical elements.
- Herbert Simon divided the concept of decision making into two parts:
  (a) Decision being arrived at
  (b) Process of action
- Simon stated "theory of administration should be concerned with the processes of decision as well as with the processes of action". Simon hold the view that decisions taken should be proper and in time and it should also be effectively implemented if the desired goal of administration is to be achieved.
- In fact, Simon also stated that decision making is a matter of compromise, as the administrator is to choose from a number of alternatives best suited for the purpose. As the policy makers are to ensure that the declared policy is best suited for the purpose, he or she must be very careful in taking decisions.
- The basic features of Simon's decisions making theory are as follows: Logical positivism ;Disapproval of policy- administrative dichotomy; Rationality in decision making; Idea of "Satisficing"
- Simon's decision making model includes three phases- Intellectual activity- wherein the decision maker tries to understand the environment first by identifying the conditions which needs to be addressed first; Design activity - which covers identifying, developing

and analyzing all possible courses of action; Choice activity- choosing the most effective course of action

- To Simon, effective decision making is the outcome of the above three phases.
- Simon's decision making model also upholds the concept of programmed and non-programmed decisions.
- Programmed decisions are those which are repetitive and routine in nature. Such decisions are made on the basis of standard operating procedures.
- Unprogrammed decisions are unstructured and novel decisions which are not practiced on a daily basis. As no well-tried methods are available for taking such decisions. Unprogrammed decisions are to be made on the basis of judgement and intuition.
- Various thinkers have criticized Simon's theory of decision making on certain grounds such as Simon's theory is only based upon administrative goals, simon gave too much importance upon goals rather than on efficiency; the concept of rationality is also subjected to criticism; According to the critics this is nothing but reviving in a new guise the discredited politics-administrative dichotomy.
- Simon's critics also remarks that this model is not enough to explain the totality of the organizational pictures. The critics though agree that in any organizational situation decision making is an important variable , but to them the process of decision making involves both rational and emotional dimensions.
- Again Simon also seems to relegate social, political, economic as well as cultural factors into the background and puts too much stress on the processes and the role of decision making.
- The critics are of the opinion that social, political, economic as well as cultural factors also play on important role in the analysis of administrative decision making and behaviors.
- According to critics it is also very difficult to determine on alternative course of action that might be followed to accomplish a goal.



11.6 FURTHER READING

1) Basu, Rumki (2004). Public Administration-Concepts and Theories. New Delhi: Sterling Publishers Private Limited.

2) Bhagwan, Vishnoo and Bhushan, Vidya (2007). Public Administration. New Delhi: S.Chand & Company Ltd.

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4) Naidu, S. P. (2005), Public Administarion-Concepts and Theories. New Delhi: New Age International (P) Ltd.

5) Sharma, Dr. M. P. & Sadana, Dr. B. L. (2000). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.



11.7 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: Decision making is a process of making a final choice from among several alternate possibilities. In other words, it is a process which involves the mechanism of gathering information and assessing alternative possibilities so as to make a decision. The process of decision making includes the following steps as identified by Kescia D. Gray :

(a) Identification of desired goal

(b) Gathering information for choosing the best viable option

(c) considering the consequences

(d) making a choice

(e) evaluating the decision

Decision making therefore refers to a course of action chosen purposively from among various alternatives to achieve a desired

goal as objectives. In the field of public administration the process is a continuous one and also an integral component of management to achieve organizational and managerial objectives. The process cannot act in isolation in any organization and it involves discussion with a group of people Herbert Simon analyses human behaviour in terms of role of human value preferences in the decision making process. To Simon, administration is the art of getting things done. He therefore, laid emphases upon the processes and methods that ensure action. Decision making deals with the process of choice which leads to action.

Ans to Q No 2:

(a) Logical positivism - a concept, which asserts that only statement verifiable through empirical observations is cognitively meaningful. It also emphasized upon the fact and value dichotomy.

(b) Disapproval of policy- administrative dichotomy: Simon disapproved policy- administrative dichotomy and in its place proposed fact-value dichotomy. According to Simon, administration should be based on factual premises of decision making which should be based on systematic empirical investigation and analysis.

(c) Rationality in decision making- Simon believes that it is important to use one's rationality in making a choice. To him rationality is concerned with analysis of consequences while making a decision. To him the decision maker should have complete knowledge about the subject before taking a decision.

(d) Idea of "Satisficing"- Simon puts forward the idea of "satisficing"- a word derived from the combination of two words- "satisfaction" and "suffice". "Satisficing" implies the choice of selecting a course that is good enough to tackle a situation, but not the best possible decision.

(e) Simon's decision making model includes three phases-

(d) Intellectual activity- wherein the decision maker tries to

understand the environment first by identifying the conditions which needs to be addressed first.

(e) Design activity - which covers identifying, developing and analyzing all possible courses of action

(f) Choice activity- choosing the most effective course of action

Ans to Q No 3:

Simon's decision making model also upholds the concept of programmed and non-programmed decisions.Programmed decisions are those which are repetitive and routine in nature. Such decisions are made on the basis of standard operating procedures. Unprogrammed decisions are unstructured and novel decisions which are not practiced on a daily basis. As no well-tried methods are available for taking such decisions. Unprogrammed decisions are to be made on the basis of judgement and intuition.



11.8 POSSIBLE QUESTIONS

Q. 1: Name the chief proponent of the decision making theory.

Q. 2: The book "Administrative Behavior" was written by whom?

Q. 3: Simon considered decisions as the heart of administration. (True/ False)

Q. 4: Write the meaning of decision making?

Q. 5: What are the different phases in decision making ?

Q. 6: Explain the meaning of programmed and non-programmed decisions.

Q. 7: Discuss critically the decision making theory of Herbert Simon.

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UNIT 12: ECOLOGICAL APPROACH-FRED W. RIGGS

UNIT STRUCTURE

12.1 Learning Objectives

12.2 Introduction

12.3 Ecological Approach- Fred W. Riggs

12.3.1 Meaning of the Ecological Approach

12.3.2 Ecological Approach of Fred W. Riggs

12.4 Criticisms Leavelled Against Fred W. Riggs' Ecological Approach

12.5 Let Us Sum Up

12.6 Further Reading

12.7 Answers to Check Your Progress

12.8 Possible Questions

12.1 LEARNING OBJECTIVES

After going through this unit, you will be able to -

- explain the meaning of ecology and the ecological approach
- explain the influences of social, political, economic and environmental factors on the administrative system
- discuss Fred W. Riggs' Ecological Approach
- describe the different types of societies, namely, the agraria, industria and prismatic societies as identified by Riggs
- describe the fused, diffracted and prismatic models of society
- describe Riggs' Sala model and Bazaar Canteen models as the administrative and economic systems of the prismatic society respectively
- discuss the criticisms levelled against Riggs' Ecological Approach.

12.2 INTRODUCTION

Administrative theories and models have become very important in understanding the goals of the government and the system of administration. More particularly, after the Second World War, when many countries of Asia Africa and Latin America were liberated from colonial rule, scholars of the west found it increasingly difficult to understand the nature of these societies by applying the existing models and theories of society and administration. This led to the initiation of new concepts and approaches. The ecological model is one such approach.

12.3 ECOLOGICAL APPROACH: FRED W. RIGGS

12.3.1 Meaning of the Ecological Approach

Administration and the environment are very much inter-linked, in such a way that both influence each other. Administration can only be understood in terms of the dynamic of interaction between the environment and administration. The approach adopted for understanding this dynamics is the ecological approach. The term "ecology" is borrowed from biology. It deals with the interaction which takes place between the organisms and the environment and find out ways to achieve a balance between the two. In the context of public administration, this approach aims in understanding the interaction between administration and environment with the various factors influencing its functioning.

12.3.2 Ecological Approach of F.W. Riggs

One of the most creative models of administration is the ecological model developed by Fred W. Riggs. Riggs was an American scholar who formulated this approach, so as to understand the nature of administration of the third world countries, as he found the western models inadequate and inapplicable in understanding the administrative systems in third world countries. It was Riggs who made a significant contribution in developing this approach, but long

before Riggs, J.M. Gaus and Robert A. Dahl initiated this approach. Reference could also be made to Ernst Haeckel, the German biologist who coined the term

'ecology' in 1866, from two Greek words - "oikos" meaning housing, dwelling and "logos" meaning study. When used in biology it denotes the study of the interrelationship between living organisms, animals, plants and the environment.

Riggs used this concept of ecology to emphasize the significant interactions between the administrative system and the environment. To him the structure of administration, its behaviour and operation constitute an integral and inspirable part of the society.

Therefore a proper understanding of the administrative system is only possible within the context of the social system. Riggs advocated the use of a systematic effort to relate public administration to its environment, in same way that the science of ecology is concerned with the mutual relations between organisms and the environment. It may be mentioned here that the ecological model of Riggs considers environment to be of outmost importance in organization. To Riggs a social system is a vast network of inter-related parts, each of which can be understood in relation to other parts and the whole system. Again Riggs also states that as the administrative structure and behaviour constitute an inseparable part of the whole society, the former can only be understood in the content of the society. In his book "The Ecology of Public Administration" written in 1962, Fred W. Riggs threw light on the relationship and interactions of the administrative system with its external surroundings. He opined that administrative system is influenced by the external environment and also in turn influences the environment in which it functions.

Riggs adopts the structural functional approach to the understanding of the relationship between administration and the nature of society. The basic premise of this approach is that all societies perform a range of functions, namely, religious,

administrative, and economic and so on. To perform these functions, structures have been built up in the society. Here in this context, we may refer to the different types of societies identified by Riggs. These are as follows:

a) **Agraria-** which is a traditional agricultural and folk based society.

b) **Industria-** which is a modern industrial society. While the agrarian society is functionally diffused ,the latter is functionally specific in nature.

c) **Transitional or prismatic society-** in between these two extremes is the third type of society which is the transitional or prismatic society. This type of society undergoes a continuous process of change while integrating the elements of both agraria and industria societies.

On the basis of these three types of societies, Riggs have identified three models of societies- the fused model (corresponding to the agraria society); the diffracted model (corresponding to the industria society); and the prismatic model (corresponding to the transitional or prismatic society). The three models are discussed below:

a) **The fused model-**where ascriptive values play a predominant role and the behaviour of the people is highly traditional with faith in age-old customs.

b) **The diffracted model-**where societies are based on universalistic principles with no differentiation in treatment ,there is also a high degree of specialization where each structure carries out its special function . There is hardly any space for ascriptive values and the social structures are constructed on a scientific and rational basis.

c) **The prismatic model-**this model is the focal point of Riggs' analysis. This model is a mixture of fused and diffracted models. According to Riggs, the society represents co existence of differentiation and specialization.

- **Characteristics of the prismatic society**

The following are the characteristics of the prismatic society of Fred W. Riggs:

a) **Heterogeneity-**the prismatic society is heterogeneous in the sense that there exists simultaneously different systems, practices and viewpoints. In such societies both traditionalism and modernity co-exist.

b) **Formalism-**it refers to prevalence of laws , rules ,as well as regulations which determine the functioning of the system. Formalism also refers to the extent to which discrepancy exists between rules and the actual practices.

c) **Overlapping-**means the extent to which the prescribed administrative behaviour is determined by non administrative criterion.

- **Riggs' Sala model**

The prismatic society of Riggs has its appropriate administrative system which is based on the Sala model put forward by F.W. Riggs. The term "sala" is a Spanish word which has multiple meanings like government office, religious conference, a room ,a pavilion etc. In Sala model, both administrative rationality and non administrative considerations are recognized. To Riggs this model helps to deal with the problems of transitional societies. The various sub- systems that are present in the prismatic societies are termed as Sala by Riggs. Here the administration is characterized by co-existence of universal official norms as well as traditional norms.

- **The Bazaar Canteen model**

The economic system of the prismatic society is termed by Riggs as the bazaar canteen model. In this model it is found that a handful of people in society controls the economic system thereby availing all economic benefits. As a small section of people control the economic institution, the majority of the population are deprived .There is discrimination, favouritism, corruption, bribery at all levels. Market factors in prismatic

societies are developed without proportionate increase in capital and the businessmen try to extend their influence to political, as well as administrative spheres.

- Reformulation of the theory of prismatic society

Riggs changed his earlier perspective about the prismatic society and his changed views find mention in his work "Prismatic Society Revisited"(1975). Riggs felt that his earlier models of fused, diffracted and prismatic societies were based on the variations in the level of differentiation. Considering his earlier conception as uni-dimensional, Riggs offered a two-dimensional perspective by adding the dimension of integration. Thus, Riggs' new conceptualization was based on two dimenions- differentiation and integration. Thus, as per Riggs revised thinking, diffracted and prismatic societies are further subdivided on the basis of the level of integration or mal-integration.

Riggs' new two dimensional approach combines both differentiation and integration which arranges the society on the scale of integration and mal- integration. Accordingly diffracted societies are re conceptualized as a "eco-diffracted" , "ortho-diffracted" and "neo-diffracted" having bureaucracies that are much more functionally specific ; Prismatic societies also are re conceptualized as "eco-prismatic", "ortho-prismatic" and "neo-prismatic" where the bureaucracies are neither diffused nor narrowly specific. This reformulation of Riggs is more useful to understand the specificities of developing and developed societies.



CHECK YOUR PROGRESS

Q 1: What are the different types of societies identified by Riggs ?

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Q 2: Write briefly about the diffracted model.

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Q 3: Write briefly about the prismatic society.

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Q 4: Explain Riggs' Sala model.

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12.4 CRITICISMS LEVELLED AGAINST FRED W. RIGGS' ECOLOGICAL APPROACH

The model of Riggs is criticized for the following reasons:

- According to the critics, Riggs used new terms to explain his concept, which to them may lead to confusion rather than being comprehensible.
- According to critics, Riggs used the concept of formalism in a negative sense. To the critics formalism leads to a higher level of performance and as such should not be treated as negative in nature.
- Riggs' approach is ethnocentric in nature in the sense that Riggs clearly established that the diffracted model is superior to the other models.

However, Riggs' contribution to the study of administration is very significant. In the words of Ferrell Heady " mere acquaintance with all of his

writings on comparative theory is in itself not an insignificant accomplishment". The models of Riggs have opened up wide scope in research in the field of comparative public administration. As a matter of fact, Fred W. Riggs is hailed as the father of comparative administration.



CHECK YOUR PROGRESS

Q 5: Mention any two criticisms levelled against Riggs' ecological model.



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12.5 LET US SUM UP

- Administration and the environment are very much inter-linked, in such a way that both influence each other. Administration can only be understood in terms of the dynamic of interaction between the environment and administration. The approach adopted for understanding this dynamics is the ecological approach.
- The term "ecology" is borrowed from biology. It deals with the interaction which takes place between the organisms and the environment and find out ways to achieve a balance between the two. In the context of public administration, this approach aims in understanding the interaction between administration and environment with the various factors influencing its functioning.
- One of the most creative models of administration is the ecological model developed by Fred W. Riggs. Riggs was an American scholar who formulated this approach, so as to understand the nature of administration of the third world countries, as he found the western

models inadequate and inapplicable in understanding the administrative systems in third world countries.

- It was Riggs who made a significant contribution in developing this approach, but long before Riggs, J.M. Gaus and Robert A. Dahl initiated this approach.
- Ernst Haeckel, the German biologist coined the term 'ecology' in 1866, from two Greek words - "oikos" meaning housing, dwelling and "logos" meaning study. When used in biology it denotes the study of the interrelationship between living organisms, animals, plants and the environment.
- Riggs used this concept of ecology to emphasize the significant interactions between the administrative system and the environment. To him the structure of administration, its behaviour and operation constitute an integral and inspirable part of the society.
- Therefore a proper understanding of the administrative system is only possible within the context of the social system. Riggs advocated the use of a systematic effort to relate public administration to its environment, in same way that the science of ecology is concerned with the mutual relations between organisms and the environment. It may be mentioned here that the ecological model of Riggs considers environment to be of outmost importance in organization.
- To Riggs a social system is a vast network of inter-related parts, each of which can be understood in relation to other parts and the whole system. Again Riggs also states that as the administrative structure and behaviour constitute an inseparable part of the whole society, the former can only be understood in the content of the society.
- In his book "The Ecology of Public Administration" written in 1962, Fred W. Riggs threw light on the relationship and interactions of the administrative system with its external surroundings. He opined that administrative system is influenced by the external environment and

also in turn influences the environment in which it functions.

- Riggs adopts the structural functional approach to the understanding of the relationship between administration and the nature of society. The basic premise of this approach is that all societies perform a range of functions, namely, religious, administrative, and economic and so on. To perform these functions, structures have been built up in the society.
- The different types of societies identified by Riggs are Agraria- which is a traditional agricultural and folk based society; Industria- which is a modern industrial society; Transitional or prismatic society-- in between the two extremes, namely, Agraria and Industria societies we have the third type of society which is the transitional or prismatic society. This type of society undergoes a continuous process of change while integrating the elements of both agraria and industria societies.
- On the basis of these three types of societies, Riggs have identified three models- the fused model (corresponding to the agraria society); the diffracted model (corresponding to the industria society); and the prismatic model (corresponding to the transitional or prismatic society). The three models are discussed below:
- The characteristics of the prismatic society of Fred W. Riggs are as follows: Heterogeneity; Formalism; Overlapping.
- The prismatic society of Riggs has its appropriate administrative system which is based on the Sala model. The term "sala" is a Spanish word which has multiple meanings like government office, religious conference, a room ,a pavilion etc. In Sala model, both administrative rationality and non administrative considerations are recognized. To Riggs this model helps to deal with the problems of transitional societies. The various sub- systems that are present in the prismatic societies are termed as Sala by Riggs. Here the administration is characterized by co-existence of universal official norms as well as traditional norms.

- The economic system of the prismatic society is termed by Riggs as the bazaar canteen model. In this model it is found that a handful of people in society controls the economic system thereby availing all economic benefits. As a small section of people control the economic institution, the majority of the population stands deprived.
- Riggs changed his earlier perspective about the prismatic society and his changed views find mention in his work "Prismatic Society Revisited"(1975).
- Riggs felt that his earlier models of fused, diffracted and prismatic societies were based on the variations in the level of differentiation. Considering his earlier conception as uni-dimensional, Riggs offered a two-dimensional perspective by adding the dimension of integration. Thus, Riggs' new conceptualization was based on two dimenions-differentiation and integration. Thus, as per Riggs revised thinking, diffracted and prismatic societies are further subdivided on the basis of the level of integration or mal-integration.
- Riggs' new two dimensional approach combines both differentiation and integration which arranges the society on the scale of integration and mal- integration. Accordingly diffracted societies are re conceptualized as a "eco-diffracted" , "ortho-diffracted" and "neo-diffracted".
- The model of Riggs is criticized for some reasons such as- Riggs used new terms to explain his concept, which to them may lead to confusion rather than being comprehensible; Riggs used the concept of formalism in a negative sense. To the critics formalism leads to a higher level of performance and as such should not be treated as negative in nature; Riggs' approach is ethnocentric in nature in the sense that Riggs clearly established that the diffracted model is superior to the other models.
- However, Riggs' contribution to the study of administration is very



significant. In the words of Ferrell Heady " mere acquaintance with all of his writings on comparative theory is in itself not an insignificant accomplishment". The models of Riggs have opened up wide scope in research in the field of comparative public administration. As a matter of fact, Fred W. Riggs is hailed as the father of comparative administration.

12.6 FURTHER READING

1) Basu, Rumki (2004). Public Administration-Concepts and Theories. New Delhi: Sterling Publishers Private Limited.

2) Bhagwan, Vishnoo and Bhushan, Vidya (2007). Public Administration. New Delhi: S.Chand & Company Ltd.

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5) Sharma, Dr. M. P. & Sadana, Dr. B. L. (2000). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.

12.7 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1:

a) Agraria- which is a traditional agricultural and folk based society.

b) Industria- which is a modern industrial society. While the agrarian society is functionally diffused ,the latter is functionally specific in nature.

c) Transitional or prismatic society-- in between these two extremes is the third type of society which is the transitional or prismatic

society. This type of society undergoes a continuous process of change while integrating the elements of both agraria and industria societies.

Ans to Q No 2:

The diffracted model-where societies are based on universalistic principles with no differentiation in treatment ,there is also a high degree of specialization where each structure carries out its special function . There is hardly any space for ascriptive values and the social structures are constructed on a scientific and rational basis.

Ans to Q No 3:

The prismatic model is the focal point of Riggs' analysis. This model is a mixture of fused and diffracted models. According to Riggs, the society represents co existence of differentiation and specialization.

The following are the characteristics of the prismatic society of Fred W. Riggs:

a) Heterogeneity---the prismatic society is heterogeneous in the sense that there exists simultaneously different systems, practices and viewpoints. In such societies both traditionalism and modernity co-exist.

b) Formalism-it refers to prevalence of laws , rules ,as well as regulations which determine the functioning of the system. Formalism also refers to the extent to which discrepancy exists between rules and the actual practices.

c) Overlapping -means the extent to which the prescribed administrative behaviour is determined by non administrative criterion.

Ans to Q No 4:

The prismatic society of Riggs has its appropriate administrative system which is based on the Sala model. The term "sala" is a Spanish word which has multiple meanings like government office, religious conference, a room ,a pavilion etc. In Sala model, both

administrative rationality and non administrative considerations are recognized. To Riggs this model helps to deal with the problems of transitional societies. The various sub- systems that are present in the prismatic societies are termed as Sala by Riggs. Here the administration is characterized by co-existence of universal official norms as well as traditional norms.

Ans to Q No 5:

(a) According to the critics, Riggs used new terms to explain his concept, which to them may lead to confusion rather than being comprehensible.



(b) According to critics, Riggs used the concept of formalism in a negative sense. To the critics formalism leads to a higher level of performance and as such should not be treated as negative in nature.

12.8 POSSIBLE QUESTIONS

Q. 1: What do you understand by ecological approach?

Q. 2: Explain the ideal model of Riggs.

Q. 3: Write the features of fused model.

Q. 4: What are the characteristics of prismatic society.

Q. 5: Write short notes on-

a) Sala model b) bazaar canteen model

Q. 6: Discuss critically the Ecological Model of Riggs.

*** ***** ***

UNIT 13: THEORIES OF MOTIVATION - ABRAHAM MASLOW AND DOUGLAS McGREGOR

UNIT STRUCTURE

13.1 Learning Objectives

13.2 Introduction

13.3 Motivation

- 13.3.1 Meaning of Motivation
- 13.3.2 Factors of Motivation
- 13.3.3 Objectives of Motivation

13.4 Theories of Motivation

- 13.4.1 Abraham Maslow's Hierarchy of Needs Theory
- 13.4.2 Douglas McGregor's Theory X and Theory Y

13.5 Let Us Sum Up

13.6 Further Reading

13.7 Answers to Check Your Progress

13.8 Possible Questions

13.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- discuss about motivation
- discuss about Maslow's theory of motivation
- discuss about McGregor's theory of X and theory Y.

13.2 INTRODUCTION

The efficient management of public organizations call for adopting strategies to motivate the employees in terms helping them fulfil the organizational goals. Thus, any organization needs to look into the psychological and material needs of the employees and create suitable conditions for the providing adequate motivation to them. This unit therefore introduces the learners to the concept of motivation and discusses two very important theories of motivation, namely, Abraham Maslow's Hierarchy of Needs theory and Douglas McGregor's Theory X and Theory Y.

13.3 MOTIVATION

13.3.1 Meaning of Motivation

Motivation is a behavioural concept. It directs human behaviour towards certain goals. The term motivation is derived from the Latin word 'movere' meaning to move. In the organizational context, motivation usually implies a basic psychological process. There are various definitions given by various scholars. Some of them are:

Morgan: "Motivation is a general term referring to behavior instigated by needs and directed towards goals."

Michael J. Jucius has defined motivation as "the act of stimulating someone or oneself to get a desired course of action, to push the right button to get the desired action."

Fred Luthans: "Motivation is a process that starts with a physiological or psychological deficiency or need that activates behavior or a drive that is aimed at a goal or incentive."

Beralson and Steiner: "A motive is an inner state that energies, activates or moves (hence motivation) and that directs or channels behaviour towards goals."

There are basically two types of Motivation- Negative Motivation and Positive Motivation.

1. **Negative Motivation.** Negative Motivation is also known as the traditional form of motivation. It lays more emphasis on authority, or forcing people to work by threatening them. According to this approach, human beings are inherently lazy and pleasure-seeking. They always despise work. To prevent them from doing so, there must be a close supervision of their behaviour. The negative approach to motivation assumes that an employee's performance gets increased when he fears authority. It is the fear of authority that causes him to act in a certain way. The fear of suspension, punishment, denial of reward, demotion or dismissal from service always motivates the employees to carry

out the assigned work or job. The negative approach is, however, always less productive of good results. It can produce a reaction against the management and superiors. It cannot be enduringly successful.

2. **Positive Motivation.** Positive Motivation involves the possibility of increased satisfaction. It is a "positive process of attempting to influence others to do their best". It seeks to create a healthy environment which can make the individual talent flourish and encourage the informal communication positively. Positive Motivation is generally based on rewards or incentives.

Positive Motivation may be: (a) extrinsic or (b) Intrinsic.

(a) **Extrinsic Motivation** is one which is enjoyed after the completion of work.

(b) **Intrinsic Motivation** is one which occurs at the time of the performance of work.

13.3.2 Objectives of Motivation

Abraham Maslow observes that the objective of motivation is always to create a need for an individual. It is just like the process of lower needs being satisfied and the higher needs gradually emerging.

- According to Skinner, motivation objectively exists to make an individual being learn about what may be regarded as positive behaviour i.e. desirable behaviour.
- McClelland holds that the objective of motivation to create a strong desire in an individual, whereby he derives a special kind of joy in successfully attaining an objective, in accomplishing a task, in facing up a challenge rather than monetary or other rewards.

Thus, there are several objectives of Motivation. Different objectives guide the employee's behaviour at different times and in different environments. There is no single strategy that can motivate the employees forever and everywhere. However, reward, promotion,

job-satisfaction and sense of enterprise and achievement can be described as the general objectives of motivation.

13.3.3 Factors of Motivation

The following are the factors of motivation which promote efficiency:

- **Job Security.** Job security is an important factor which promotes efficiency. The employees feel responsible and committed to the work as long as their job security is ensured. Sense of insecurity is always a source of fear, and fear always checks the motivation of the employees.
- **Job Enlargement and Job Enrichment.** Opportunities for job enlargement and job enrichment constitute two important factors of motivation. Job enlargement means to allotting additional responsibilities horizontally.

Along with these, freedom of action or job autonomy is also a factor of motivation. Motivation of employees is always influence by these factors.

The most important condition for achieving better work performance from the employees is to give them interesting, worthwhile, challenging and responsible jobs, to ensure that the employees are not frustrated by meaningless, disinteresting, thankless and purposeless tasks.

- **Delegation of Authority.** The most important technique to motivate employees is the delegation of authority.
- **Status and Pride.** Employees working in a well reputed organisation are always motivated better than the employees of other institutions.
- **Congenial Work Environment.** A congenial work environment gives to the individual a set of preferences or values enabling them to achieve the organizational goals.

- **Participation.** Participation is an individual's mental and emotional involvement in a group situation that encourages him or her to achieve group goals and to share responsibility as a member of his or her group.

All these factors act as determinants of motivation of the employees. Motivation is an essential means for securing the willing and effective participation of the employees so that the administration is able to achieve the goals and objectives of the organization. Properly motivated employees alone can help the organisation to attain its goals efficiently and effectively.



CHECK YOUR PROGRESS

Q 1: Define motivation.

.....

.....

Q 2: Mention any four factors of motivation.

.....

.....

13.4 THEORIES OF MOTIVATION

The theories of motivation are essentially of two categories: the traditional theories of motivation and the modern theories of motivation. The traditional theories of motivation are the monistic theory of motivation, economic theory of motivation and carrot and stick approach to motivation. The modern theories of motivation are the Maslow's Hierarchy of Needs Theory and McGregor's Theory X and theory Y, among others.

13.4.1 Maslow's Heirarchy of Needs Theory

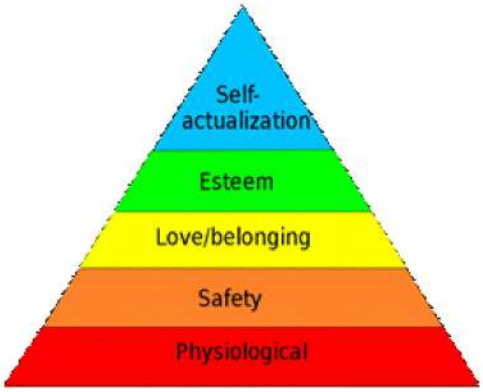
Abraham Maslow in his classic paper "A Theory of Human Motivation" (1943) propounded the Hierarchy of Needs theory of human motivation. Maslow's hierarchy of needs theory is the first systematic conceptual model of human motivation. He explained

that human needs influence human behaviour. Maslow's hierarchy of needs concept consists of five levels of human needs arranged in an ascending order. These are as follows:

1. Self actualization needs
2. Esteem needs
3. Social needs
4. Security needs
5. Physiological needs

- **Physiological Needs** are biological needs like hunger, thirst, sex and sleep. These needs may be synonymous with the biological needs of the human beings. They are the basic needs for sustaining human life itself. According to Maslow's theory, once these needs are satisfied or fulfilled, they no longer motivate.
- **Safety Needs** like protection against natural calamities, threat, danger are the second level of needs which are roughly equivalent to safety needs.
- **Social Needs or Love Needs** are like belongingness to groups, family and friendship. A human being is a social animal. After the fulfillment of physiological and safety needs, a human being seeks the fulfilment of his or her social needs.
- **Esteem Needs or Ego Needs** which can be divided into two groups namely achievement needs like self confidence, independence, competence; and recognition needs like status, importance, appreciation.
- **Self actualization Needs** like self-fulfillment, realisation of one's potential, creativity.

Maslow puyt forward his idea in the form of a pyramid wherein the more basic needs could be found at the bottom. The needs at each level must be satisfied within the individuals themselves in order that the needs at the next level could be satisfied.



Maslow's Hierarchy of Needs



CHECK YOUR PROGRESS

Q 3: Abraham Maslow in his classic paper " A Theory of Human Motivation" (1943) propounded the ……of human motivation. (Fill in the Blank)

.....

Q 4: Maslow's Hierarchy of Needs concept consists of six levels of human needs arranged in ascending order. (True/false)

.....

13.4.2 Douglas McGregor's Theory X and Theory Y

McGregor's theory of motivation is based on a hypothesis related to human behaviour. According to McGregor the function of motivating people involves certain assumptions about human nature. The two sets of assumptions about human nature are put forward by McGregor in the forms of Theory X and Theory Y which were elaborated by McGregor in his book titled "The Human Side of Enterprise".

According to McGregor, the traditional assumptions about the nature of human beings are included in Theory X . **The assumptions of Theory X are as follows:**

- The average human being has an inherent dislike of work and will avoid it if he or she can;

- Because of the human characteristic of disliking work , most people must be coerced , controlled, directed and threatened with punishment to get them to put forth adequate effort toward the achievement of organizational objectives;
- The average human being prefers to be directed, wish to avoid responsibility, have relatively little ambition, and want security above all.

External control is considered appropriate for dealing with unreliable, irresponsible and immature people. According to McGregor, an organization built upon Theory 'X' will be one in which there is close supervision and control of subordinates and high centralization of authority. Leadership in such organization will tend to be autocratic, and workers will have very little say in decisions affecting them. The climate in the theory X organisation would be impersonal- this theory implies use of 'Carrot and Stick Approach'.

Theory Y: After describing Theory X, McGregor questioned if this view of human behaviour is correct. He propounded Theory Y which he said, would better represent the human behaviour. **The assumptions of Theory Y are as follows:**

- Human beings are self-motivated to complete their tasks and exercise self control and self direction in the service of objectives to which they are committed.
- External control and threat of punishment are not the only means for producing effort towards organizational objectives. Human beings take initiates and responsibility on their own and need little supervision.
- The degree of commitment to objectives is in proportion to the size of the rewards associated with their achievement.
- Average human beings learn under proper conditions, not only to accept responsibilities but also to seek it.
- The average human being seeks to solve problems creatively.

The central principle implicit in the assumption of Theory Y is that integration of behaviour is the key process in management, because it results in the creation of the conditions conducive for the members to achieve their own goals best by directing their efforts towards the success of the enterprises. The concept of integration and the self-control demands that the needs of the individual and that of the organization should be recognized. An organization designed on the basis of Theory Y is characterized by decentralization of authority, job enrichment, participative leadership and two way communication systems. The focus is on self-control and job responsibility. Theory X places exclusive reliance on external control of human behaviour while Theory Y focuses on self regulation.

Theory X is pessimistic, rigid and static. Control is primarily external, that is imposed on the subordinate by the superior. In contrast, Theory Y is optimistic, dynamic and flexible, with an emphasis on self direction and the integration of individual needs with organizational demands. The leadership style in Theory Y is participative in nature.

	Theory X	**Theory Y**
1.	Inherent dislike for work.	Work is natural like rest or play
2.	Avoid responsibility.	Accept and seek responsibility under proper conditions.
3.	External control and close supervision.	Self direction and self control.
4.	Centralization of authority and autocratic leadership.	Decentralization and participation in decision making. Democratic leadership.
5.	Lack creativity and resist change.	Creativity widely spread.
6.	People lack self motivation.	People are self motivated.



CHECK YOUR PROGRESS

Q 5: External control is considered appropriate for dealing with unreliable, irresponsible and immature people. (True/False)

.....

Q 6: According to whom the function of motivating people involves certain assumptions about human nature?

.....



13.5 LET US SUM UP

- The term motivation is derived from the Latin word 'movere' meaning to move.
- Morgan: "Motivation is a general term referring to behavior instigated by needs and directed towards goals."
- Michael J. Jucius has defined motivation as "the act of stimulating someone or oneself to get a desired course of action, to push the right button to get the desired action."
- Fred Luthans: "Motivation is a process that starts with a physiological or psychological deficiency or need that activates behavior or a drive that is aimed at a goal or incentive."
- There are basically two types of Motivation- Negative and Positive Motivation.
- Negative Motivation is also known as the traditional form of motivation.
- Positive Motivation involves the possibility of increased satisfaction.
- Positive Motivation may be: (a) extrinsic or (b) Intrinsic.
- Extrinsic Motivation is one which is enjoyed after the completion of work.

- Intrinsic Motivation is one which occurs at the time of the performance of work.
- Abraham Maslow observes that the objective of motivation is always to create a need for an individual.
- Different objectives guide the employee's behaviour at different times and in different environments.
- Reward, promotion, job-satisfaction and sense of enterprise and achievement can be described as the general objectives of motivation.
- Motivation is an essential means for securing willing and efficient attempts of the employees in the process of the administrations drive for securing the desired objectives and goals.
- McGregor's theory of motivation is based on a hypothesis related to human behaviour.
- Theory X is pessimistic, rigid and static. Control is primarily external, that is imposed on the subordinate by the superior. In contrast theory Y is optimistic, dynamic and flexible, with an emphasis on self direction and the integration of individual needs with organizational demands.



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13.7 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: Motivation is a behavioural concept. It directs human behaviour towards certain goals. The term motivation is derived from the Latin word 'movere' meaning to move. In the organizational context, motivation usually implies a basic psychological process. There are various definitions given by various scholars. Some of them are:

Morgan: "Motivation is a general term referring to behavior instigated by needs and directed towards goals."

Michael J. Jucius has defined motivation as "the act of stimulating someone or oneself to get a desired course of action, to push the right button to get the desired action."

Fred Luthans: "Motivation is a process that starts with a physiological or psychological deficiency or need that activates behavior or a drive that is aimed at a goal or incentive."

Beralson and Steiner: "A motive is an inner state that energies, activates or moves (hence motivation) and that directs or channels behaviour towards goals."

Ans to Q No 2:

(a) Job Security

(b) Job Enlargement and Job Enrichment

(c) Delegation of Authority

(d) Status and Pride

Ans to Q No 3: Heirachy of Needs

Ans to Q No 4: False

Ans to Q No 5: True

Ans to Q No 6: McGregor



13.8 POSSIBLE QUESTIONS

Q. 1: Explain the meaning of motivation?

Q. 2: Write the meaning of positive motivation?

Q. 3: Write the meaning of negative motivation?

Q. 4: Give a definition of motivation.

Q. 5: Explain are the factors of motivation?

Q. 6: Describe positive and negative motivation.

Q. 7: Discuss Maslow's theory of hierarchy of needs.

Q. 8: Discuss McGregor's Theory X and Theory Y.

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UNIT 14: CIVIL SERVICE-MEANING AND NATURE

UNIT STRUCTURE

14.1 Learning Objectives

14.2 Introduction

14.3 Meaning of civil service

- 14.3.1 Definitions of civil service
- 14.3.2 Nature of civil service
- 14.3.3 Recruitment, training and code of conduct
- 14.3.4 Classification of civil service in India

14.4 Civil Service anonymity and neutrality

- 14.4.1 Neutrality of bureaucracy or civil service
- 14.4.2 Committed bureaucracy
- 14.4.3 Anonymity of civil service

14.5 Role of civil service in democracy

14.6 Let Us Sum Up

14.7 Further Readings

14.8 Answers to Check Your Progress

14.9 Possible Questions

14.1 LEARNING OBJECTIVES

After going through this unit, you will be able to:

- explain the meaning of civil service
- explain the nature of civil service
- explain the recruitment, training and code of conduct
- discuss the classification of civil service in India
- describe the concepts of civil service anonymity, neutrality and commitment
- discuss the role of civil service in a modern state.

14.2 INTRODUCTION

The term "civil service" literally means service of the people. It refers to the administration of public affairs by the government officers. It is the executive branch of the government that implements national policies and remains responsible for development of the state. The origin of the term can be traced to the British systems of administration which was divided into military and civilian. Hence, civil service is different from military service. The members of the civil service work for state administration and for that reason they are called civil servants or government officials. These government officials constitute public administration or bureaucracy. The civil servants are also called bureaucrats.

14.3 MEANING OF CIVIL SERVICE

Civil service is also termed as public service. The members of the civil service are career bureaucrats selected on professional merit rather than nominated or elected. They are salaried employees and the tenure of their service is fixed as per law. They are appointed on merit basis and are posted in the in public sector including government departments or agencies to implement public policy. Today modern states need a vast army of officials to fulfill the demands and cater to the interests of all types and groups of people. These officials must be skilled and efficient. The civil servants work under the guidance of the political executive. The political executive changes at fixed intervals. But, the civil service is permanent executive. The system of governance in the modern state is maintained by the civil service. Therefore, politicians in order to fulfill people's expectations work according the advice of the seasoned civil servants. However, members of the civil service have no official political allegiance and are not generally affected by changes of government. They take oath in the name of the constitution and remain neutral to politics while serving the people judiciously.



LET US KNOW

The concept of international civil service is very interesting. Normally by the term civil service, we refer to national civil service which varies from nation to nation. National civil service is regulated by national laws of the sovereign countries. But international civil service includes the service provided by the international organizations like United Nations, International Labour Organization, World Trade Organization, World Health Organization and others for the whole world. For the regulation of the international civil service, we have various codes of International Law on different subjects like trade and commerce, climate and environment, science and technology, war and peace, etc.

14.3.1 Definitions of Civil Service

The most meaningful definition of civil service is provided by Herman Finer. He explains the term in this way: "The function of the civil service in the modern state is not merely the improvement of government, without it, indeed, the government itself would be impossible. The civil service is a professional body of officials, permanent, paid and skilled" Merriam Webster dictionary defines civil service as the "administrative service of a government or international agency exclusive of the armed forces; especially: one in which appointments are determined by competitive examination." In a nutshell, civil service is the branch of the government that takes care of the business of running the government and its programs but that does not include the legislature, the military and the judiciary.

14.3.2 Nature of Civil Service

Civil service is primarily concerned with public affairs and development administration. This branch of the government ensures growth and wellbeing of a nation. Therefore, since the industrial

revolution the scope and nature of civil service is expanding to encompass all aspects of human life. Modern civil service is legal and rational in nature which was popularized by German sociologist Max Weber. Weber identified ten features of civil service, these are:-

1. The administrative staff members are engaged in the discharge of only the impersonal duties assigned by their officers, they are personally free.
2. There is a clear hierarchy of officers.
3. The function of the offices is clearly specified by law.
4. Officials are appointed on the basis of contract.
5. They are selected on the basis of professional qualifications, ideally substantiated by a diploma gained through competitive examination.
6. They have a monthly salary and usually pension rights. Their salary is graded according to position in the hierarchy. The official can always leave post, and under certain circumstances it may be terminated.
7. The official's post is his sole or major occupation.
8. There is a career structure, and promotion is possible either by seniority or merit or according to the judgment of superiors.
9. The officials may appropriate neither the post nor the resources that go with it.
10. He is subject of unified control and disciplinary system. The above features help us to understand the nature of civil service. Hierarchy is one of the principal features. It means that there is systematic gradation of officials in civil service which helps in smooth functioning. Senior grade officers can give official orders and the junior officers must follow those. The officers while communicating among them must follow the principle of "proper channel?. Moreover, one junior officer would respond to his immediate superior officer at a time. This is called "unity of command?. These are universal features of civil service.

14.3.3 Recruitment, Training and Code of Conduct

Recruitment and training is a key aspect of civil service. Knowledge and efficiency is measured through competitive examinations for recruitment and candidates are selected for particular posts. Civil service can be technical or general in nature. Modern states pursue both services as means of socio-economic development. Services like engineering, stenography, industrial management, mining, aeronautics, genetics and others are technical in nature. Therefore, special cadres of officers are recruited. General administration like maintenance of law and order, social environment, social welfare, etc, is looked after by the generalists. In India, recruitments take place in three stages-preliminary examination, main written examination and personality test or interview. The examiners assess the ability of the candidates to be an administrator in terms of their intellectual and mental faculties. Rigorous training of the selected candidates is a crucial part of the recruitment process. Training may be pre-service or in-service. The candidates come from different academic institutions, socio-economic and cultural backgrounds. Training acquaints all of them with the impending challenges thereby helping them to be good administrators. However, training is a continuous process. The civil servants must be prepared to meet new problems and solve them with administrative prudence. Training is a stimulant too for the civil servants for better service. After entering in civil service the officials must obey the service conduct rules formulated by the state legislature. One such rule is that every member of the service shall maintain integrity and devotion to duty. Nepotism, partiality, accepting gifts, etc. are forbidden rules in civil service. Civil servants are not allowed to get involved in any activity of monetary benefit, business or private engagement which may hamper their duty in office. Even applying for other jobs without approval from higher authority is prohibited. Conduct of Indian civil servants are regulated by All India Services (Conduct) Rules 1968.

Secrecy in official matters was regarded as conduct rule previously. But the Right to Information Act 2005 (RTI) made all government data accessible by the people in India. However, the provisions of the RTI Act is not applicable to military and security related matters.

14.3.4 Classification of Civil Service in India

Part XIV of the Indian Constitution provides for different types or classes of services for India. Basically there are three types of civil services in India-All India Services, Central Services and State Services. The officials of the All India Services are commissioned to serve all over India. They are recruited though competitive examinations conducted by the Union Public Service Commission. The Indian Administrative Service (IAS), the Indian Police Service (IPS) and the Indian Forest Service are the three groups of All India Service. The incumbents of these groups manage and control general and police administration in India. The central services are classified as Group A, Group B, Group C and Group D. Some of the services in Group A are Indian Foreign Service, Indian Audit and Accounts Service, Indian Statistical Service, Indian Economic Service, Indian Information Service, Indian Revenue Service, etc. In the Group B services following categories are included-Central Secretariat Service, Stenographer Service, etc. These are also called allied services. The UPSC conducts Civil Service Aptitude Test (CSAT) for all these categories. Members of the clerical staff of various central government departments are the Group C officers. There is a Staff Selection Commission (SSC) that conducts competitive examination for recruitment of Group C officers. Finally, peons, gardeners, etc. fall in the Group D service and are recruited by the top central government officers as per requirement. Every constituting state of Indian federation has a separate state civil service. There is a large number of services that fall under the category of state service. For example, education, police, tourism, judicial service, medical service,

co-operatives, irrigation, fisheries, municipality and panchayats and others are listed as state subjects in the Seventh Schedule of the Indian Constitution. State governments enact separate laws and create various state services to administer the subjects falling in the State List. Recruitment to these services are conducted and monitored by respective State Public Service Commissions.



ACTIVITY 14.1

Why is the civil service called permanent executive?

.....

.....



CHECK YOUR PROGRESS

Q 1: Define civil service?

.....

Q 2: Who was Max Weber?

.....

Q 3: Mention two important features of civil service?

.....

Q 4: Why is Part XIV of the Indian Constitution important?

.....

Q 5: What is All India Service?

.....

Q 6: Mention any two subjects administered by state civil services?

.....

14.4 CIVIL SERVICE ANONYMITY AND NEUTRALITY

An administrative state must have a bureaucracy whose fundamental values must include anonymity, neutrality and commitment. The anonymity of civil service is linked to two concepts-permanence and neutrality. The term anonymity means that the civil servant would work behind the curtains. He or she will not get credit for the success and he or she will not be blamed

for the failure in governance. The political executive i.e. the Minister is constitutionally responsible for all actions in his or her department. The Minister is accountable to the people not the civil servants. However, the minister can reward or punish his or her officers. An officer on the other hand, should avoid going to the media to air their grievances or differences of opinion. He or she is supposed to be accountable to his or her superior executives (both permanent and political). Anonymity ensures decorum, discipline and moral of the services. Civil service is permanent executive. In a bi-party or multi-party party system of government, the political executive changes frequently. So, the civil service must work with proper neutrality and impartiality. Neutrality of civil service means serving different regimes/ parties with the same enthusiasm and staying away from political affiliation. The civil service must be above party politics. The concept of permanence in the civil service requires that civil servants are able to serve governments of any party with the same degree of commitment. Therefore, a corollary of permanence is political neutrality.

14.4.1 Neutrality of Bureaucracy or Civil Service

Max Weber, almost a century ago, recommended that the first and most important quality of bureaucracy would be neutrality. Bureaucrats maintain continuity in public service in the event of change of government. The concept of neutrality requires them to be non-partisan. They serve the present political regime the same way as they have served the earlier one. Neutrality of bureaucrats has been explained to mean the following:

- The advice of the bureaucrats is expected to be non-partisan
- The bureaucrat does not undertake work which is of benefit to one party
- Senior civil servants are restricted from taking part in party politics even outside of their professional roles.

Whilst neutrality is an ideal state, in practice absolute neutrality is difficult or even impossible to achieve. Civil servants work in a

highly political environment and to be able to do their job effectively they must be aware of the political effects of their advice. The civil servants may have own political views but is not expected to act according to that view. Neutrality in other way also means that civil service must be above the party and state authority must ensure that political considerations, either in its recruitment or in its discipline and control, are reduced to the minimum. Unfortunately, this vision of civil service neutrality no longer holds good. Changes in governments particularly at the state level often lead to wholesale transfer of civil servants. Civil servants are also getting identified with particular political dispensation.

Neutrality is of two types: Passive neutrality and Active neutrality. Passive neutrality means civil servants will do anything obey the order of political executives. But, Active neutrality means that officers will do what the constitution, laws, rules and office manuals says without following any particular party. Active neutrality is more desirable. Besides, famous Public Administration theorist Paul Appleby once observed that civil servants should not confuse 'political neutrality' with 'programme neutrality'. At the stage of policy formulation, the role of civil servants is to render free and frank advice which should not be coloured by any political considerations. Once a policy or programme has been approved by the elected government, it is the duty of the civil servant to faithfully and enthusiastically see to its implementation.

14.4.2 Committed Bureaucracy

The idea of neutrality is criticized for some reasons. First, an educated and reasonable man cannot be neutral in the absolute sense. Second, neutrality may prove to be a stumbling block in public policy implementation. The bureaucrats need to understand the political objectives and act accordingly. Here emerges the concept of committed bureaucracy. Former Prime Minister of India in the

1960s criticized that in the name of neutrality the bureaucrats showed their utmost apathy to progressive measures of the government. Hence, bureaucracy modelled in British style hindered the path of socialist development. Therefore, Indira Gandhi wanted a committed bureaucracy which meant the neutrality of bureaucracy was to be sacrificed. Civil service must be committed to national objectives and responsive to our social needs. A committed bureaucracy may prove beneficial for a party in government. But if progress and programmes are coloured by party ideology and not suitable for welfare of all the people, bureaucracy must bring it to notice of the public. Ultimately, civil service must remain committed to the national cause and law of the land.

14.4.3 Anonymity of Civil Service

The convention of ministerial responsibility requires that ministers, not civil servants, accept responsibility to Parliament for their actions and those of their departments. The civil service is the permanent executive and the civil servants have to give advice and assist governments of different parties. They need to be able to give this advice to ministers freely and without fear of any adverse public or political reactions and without fear of damage to their future careers. Sardar Patel, first Home Minister of India observed that he would never be displeased over frank expression of honest opinion by his secretary.

But, in recent years, the principle anonymity has begun to be eroded. The increased level of media interest in government affairs tends to identify individual senior civil servants. At times, even ministers tend to name and blame civil servants rather than accept individual responsibility for the actions of their departments. The select committees constituted by the legislature also scrutinize the activities of government departments and frequently question civil servants about their advice to the government. Therefore, some arguments

have cropped up against anonymity. Often ministers come up with populist schemes/policies with unattainable targets and then blame officers for not implementing them faithfully. Ministers can openly criticize bureaucrats but bureaucrats cannot defend themselves because of norms of anonymity. Sometimes, when honest officers are denied justice, the norm of anonymity will stop them from approaching the media. And still if they choose to approach the media, they would be further persecuted for violating the service norms. As a whole, strict adherence to anonymity in corrupt administration hinders people?s interest. But without anonymity discipline and decorum is impossible in civil service.



CHECK YOUR PROGRESS

Q 7: Explain the meaning of anonymity of civil service? .

.....

Q 8: Neutrality is the main feature of Weberian ideal type of bureaucracy. (True/False)

.....

Q 9: What is active neutrality?

.....

Q 10: Anonymity ensures decorum, discipline and moral of the services. (True / False)

.....

14.5 ROLE OF CIVIL SERVICE IN DEMOCRACY

Civil servants specially in parliamentary democracy are key figures in state administration. They play crucial role in every stage of development process-from planning to implementation of public policy. In a democracy, the peoples representatives are laymen and as such civil servants are the handmaid of the policy makers. The civil service at the secretariat level is considered as "think tank" of the government. The civil servants suggest

the political executives in respect of policy formulation. They collect data and analyse data for social, economic development. Development legitimizes a democratic government. People?s participation in administration is a necessary condition of democracy which has to be ensured by civil service. Besides, integrity and accountability of civil service leads to good governance. Good governance refers to sound economic, human and institutional development. Modern representative democracies are basically welfare states where bureaucracy has to play a vital role. It should act like a Good Samaritan.



14.6 LET US SUM UP

- Civil service is also termed as public service. The members of civil service are career bureaucrats selected on professional merit rather than nominated or elected. They are salaried employees and the tenure of their service is fixed as per law.
- They are appointed on merit basis and are posted in the in public sector including government departments or agencies to implement public policy. Today modern states need a vast army of officials to fulfill the demands and cater to the interests of all types and groups of people. These officials must be skilled and efficient.
- The civil servants work under the guidance of the political executive. The political executive changes at fixed intervals. But, the civil service is permanent executive. The system of governance in the modern state is maintained by the civil service.
- Therefore, politicians in order to fulfill people's expectations work according the advice of the seasoned civil servants. However, members of the civil service have no official political allegiance and are not generally affected by changes of government. They take oath in the name of the constitution and remain neutral to politics while serving the people judiciously.
- In a nutshell, civil service is the branch of the government that takes

care of the business of running the government and its programs but that does not include the legislature, the military and the judiciary.

- Civil service is primarily concerned with public affairs and development administration. This branch of the government ensures growth and wellbeing of a nation. Therefore, since the industrial revolution the scope and nature of civil service is expanding to encompass all aspects of human life. Modern civil service is legal and rational in nature which was popularized by German sociologist Max Weber. Weber identified ten features of civil service, these are:-
- The administrative staff members are engaged in the discharge of only the impersonal duties assigned by their officers, they are personally free; There is a clear hierarchy of officers;
- The function of the offices is clearly specified by law; Officials are appointed on the basis of contract; They are selected on the basis of professional qualifications, ideally substantiated by a diploma gained through competitive examination.
- Recruitment and training is a key aspect of civil service. Knowledge and efficiency is measured through competitive examination for recruitment and candidates are selected for particular post. Civil service can be technical or general in nature. Modern states pursue both services as means of socio-economic development.
- Services like engineering, stenography, industrial management, mining, aeronautics, genetics and others are technical in nature. Therefore, special cadres of officers are recruited. General administration like maintenance of law and order, social environment, social welfare, etc, is looked after by the generalists.
- In India, recruitments take place in three stages-preliminary examination, main written examination and personality test or interview.
- Part XIV of Indian Constitution provides for different types or classes of services for India. Basically there are three types of civil services in India-All India Services, Central Services and State Service.
- The officials of the All India Services are commissioned to serve all

over India. They are recruited though competitive examination conducted by the Union Public Service Commission. The Indian Administrative Service (IAS), the Indian Police Service (IPS) and the Indian Forest Service are the three groups of All India Service.

- An administrative state must have a bureaucracy whose fundamental values must include anonymity, neutrality and commitment. The anonymity of civil service is linked to two concepts-permanence and neutrality. The concept of anonymity means that the civil servant would work behind the curtains. He or she will not get credit for the success and he or she will not be blamed for the failure in governance.
- Neutrality of civil service means serving different regimes/parties with the same enthusiasm and staying away from political affiliation. The civil service must be above party politics. The concept of permanence in the civil service requires that civil servants are able to serve governments of any party with the same degree of commitment. Therefore, a corollary of permanence is political neutrality.
- Max Weber, almost a century ago, recommended that the first and most important quality of bureaucracy would be neutrality. Bureaucrats maintain continuity in public service in the event of change of government. The concept of neutrality requires them to be non-partisan. They serve the present political regime the same way as they have served the earlier one.
- Neutrality is of two types: Passive neutrality and Active neutrality. Passive neutrality means civil servants will do anything obey the order of political executives. But, Active neutrality means that officers will do what the constitution, laws, rules and office manuals says without following any particular party. Active neutrality is more desirable.
- Former Prime Minister of India in the 1960s criticized that in the name of neutrality the bureaucrats showed their utmost apathy to progressive measures of the government. Hence, bureaucracy modelled in British style hindered the path of socialist development.

Therefore, Indira Gandhi wanted a committed bureaucracy which meant the neutrality of bureaucracy was to be sacrificed. Civil service must be committed to national objectives and responsive to our social needs.

- A committed bureaucracy may prove beneficial for a party in government. But if progress and programmes are coloured by party ideology and not suitable for welfare of all the people, bureaucracy must bring it to notice of the public. Ultimately, civil service must remain committed to the national cause and law of the land.
- Civil servants specially in parliamentary democracy are key figures in state administration. They play crucial role in every stage of development process-from planning to implementation of public policy. In a democracy, the people's representatives are laymen and as such civil servants are the handmaid of the policy makers.
- The civil service at the secretariat level is considered as "think tank" of the government. The civil servants suggest the political executives in respect of policy formulation. They collect data and analyse data for social, economic development. Development legitimizes a democratic government.
- People's participation in administration is a necessary condition of democracy which has to be ensured by civil service.
- Besides, integrity and accountability of civil service leads to good governance. Good governance refers to sound economic, human and institutional development. Modern representative democracies are basically welfare states where bureaucracy has to play a vital role. It should act like a Good Samaritan.



14.7 FURTHER READING

1) Basu, Rumki (2004). Public Administration-Concepts and Theories. New Delhi: Sterling Publishers Private Limited.

2) Bhagwan, Vishnoo and Bhushan, Vidya (2007). Public Administration.

New Delhi: S.Chand & Company Ltd.

3) Maheswari, Shriram (2003). Administrative Theory : An Introduction(Second Edition). New Delhi :Macmillan

4) Naidu, S. P. (2005), Public Administarion-Concepts and Theories. New Delhi: New Age International (P) Ltd.

5) Sharma, Dr. M. P. & Sadana, Dr. B. L. (2000). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.



14.8 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: The most meaningful definition of civil service is provided by Herman Finer. He explains the term in this way: "The function of the civil service in the modern state is not merely the improvement of government, without it, indeed, the government itself would be impossible. The civil service is a professional body of officials, permanent, paid and skilled" Merriam Webster dictionary defines civil service as the "administrative service of a government or international agency exclusive of the armed forces; especially: one in which appointments are determined by competitive examination." In a nutshell, civil service is the branch of the government that takes care of the business of running the government and its programs but that does not include the legislature, the military and the judiciary.

Ans to Q No 2: German sociologist

Ans to Q No 3:

(a) There is a clear hierarchy of officers.

(b) They are selected on the basis of professional qualifications, ideally substantiated by a diploma gained through competitive examination.

Ans to Q No 4: Part XIV of Indian Constitution provides for different types or classes of services for India. Basically there are three types of

civil services in India-All India Services, Central Services and State Services.

Ans to Q No 5:

The officials of the All India Services are commissioned to serve all over India. They are recruited though competitive examination conducted by the Union Public Service Commission. The Indian Administrative Service (IAS), the Indian Police Service (IPS) and the Indian Forest Service are the three groups of All India Service. The incumbents of these groups manage and control general and police administration in India.

Ans to Q No 6: Co-operatives, Irrigation

Ans to Q No 7: The convention of ministerial responsibility requires that ministers, not civil servants, accept responsibility to Parliament for their actions and those of their departments. The civil service is the permanent executive and the civil servants have to give advice and assist governments of different parties. They need to be able to give this advice to ministers freely and without fear of any adverse public or political reactions and without fear of damage to their future careers. Sardar Patel, first Home Minister of India observed that he would never be displeased over frank expression of honest opinion by his secretary.

But, in recent years, the principle anonymity has begun to be eroded. The increased level of media interest in government affairs tends to identify individual senior civil servants. At times, even ministers tend to name and blame civil servants rather than accept individual responsibility for the actions of their departments. The select committees constituted by the legislature also scrutinize the activities of government departments and frequently question civil servants about their advice to the government. Therefore, some arguments have cropped up against anonymity. Often ministers come up with populist schemes/policies with unattainable targets and then blame officers for not implementing them faithfully. Ministers can openly

criticize bureaucrats but bureaucrats cannot defend themselves because of norms of anonymity. Sometimes, when honest officers are denied justice, the norm of anonymity will stop them from approaching the media. And still if they choose to approach the media, they would be further persecuted for violating the service norms. As a whole, strict adherence to anonymity in corrupt administration hinders people's interest. But, without anonymity discipline and decorum is impossible in civil service.

Ans to Q No 8: True

Ans to Q No 9: Active neutrality means that officers will do what the constitution, laws, rules and office manuals says without following any particular party.

Ans to Q No 10: True



14.9 POSSIBLE QUESTIONS

Q. 1: Explain the meaning of civil service.

Q. 2: Explain the nature of civil service.

Q. 3: Discuss the classification of civil service in India.

Q. 4: Explain the principle of civil service anonymity and neutrality.

Q. 5: Explain the role of civil service in democracy.

*** ***** ***



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20) *Sharma, Dr. M. P. & Sadana, Dr. B. L. (2000).* Public Administration in Theory and Practice. Allahabad: Kitab Mahal.

Name of the Paper: .....
Course Code: .....

Centre for Internal Quality Assurance (CIQA)
Krishna Kanta Handiqui State Open University
City Office: Housefed Complex, Guwahati-781006

Learner's Feedback on Course

Dear Learner,

Regarding the course as mentioned above, we would like to know your opinions and comments so as to improve the quality of self learning materials in future. Please respond to the following statements by ticking the number you feel most reflect your opinion. After completion of the additional comments, please detach the page and send/mail the same to us at the address given below.

The Director, Centre for Internal Quality Assurance, KKHandiqui State Open University
Housefed Complex, Dispur, Guwahati-781006
(E-mail id: ciqa@kkhsou.in)

1) Approximately how many hours did you spend for studying the units in the course? ☐☐☐

2) Please give your opinions (by ✓ mark) to the following items based on your reading of the block:

Sl. No.	Statements	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
I)	The SLMs of the course fulfil the learning objectives set out in the beginning of each unit					
II)	The units of the SLM could satisfy my academic needs and expectations					
III)	The Unit writers have excellent knowledge about the course contents					
IV)	Language and contents of the units were presented at a level which I could readily understand					
V)	Ample opportunity for participation in the activities provided in the units					
VI)	Used enough Illustrations (Diagrams, tables etc.) for conceptual clarity					
VII)	Quality of content is engaging, relevant, and up-to-date					
VIII)	The self check questions are very helpful					
IX)	The Possible/model questions and the answers to check my progress have benefited me a lot					

Additional Comments: *(Please feel free to provide your open comments)*

1) Which aspects of the SLM, according to you, worked well?

   .....

   .....

2) What sort of changes/improvements do you feel KKHSOU could implement to improve the overall quality of the SLM?

   .....

   .....

Thank you for taking the time to complete this form.