PGPS S2 01
Exam. Code: PA

Public Administration: Concepts and Theories

SEMESTER II

POLITICAL SCIENCE

BLOCK : 2



KRISHNA KANTA HANDIQUI STATE OPEN UNIVERSITY

Subject Experts

Dr. Shantanu Chakravorty, Cotton University
Professor Jayanta Krishna Sarmah, Gauhati University
Dr. Dhruba Pratim Sharma, Gauhati University

Course Co-ordinator : Dr. Abhijit Bhuyan, KKHSOU

SLM Preparation Team

UNITS	CONTRIBUTORS
8,9,10,12,13	Arpita Das Department of Political Science Pragjyotish College, Guwahati
11	Tridib Bharali Department of Political Science Domdoma College, Hajo
14	Nilmi Konwar Research Scholar, Gauhati University
15	Dr.Dipak Kumar Sarma Department of Political Science Dhakuakhana College

Editorial Team

Content	:	Dr. Bipul Das, KKHSOU
Language	:	Dr.Abhijit Bhuyan, KKHSOU
Structure, Format & Graphics	:	Dr. Abhijit Bhuyan,KKHSOU

January, 2019

ISBN : 978-93-87940-87-1

 This Self Learning Material (SLM) of the Krishna Kanta Handiqui State Open University is made available under a Creative Commons Attribution-Non Commercial-Share Alike 4.0 License (international): http://creativecommons.org/licenses/by-nc-sa/4.0/

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

Headquarters: Patgaon, Rani Gate, Guwahati-781017
City Office: Housefed Complex, Dispur, Guwahati-781006; Web: www.kkhsou.in

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

CONTENTS

		Pages
UNIT 8 :	**Theories of Leadership** Leadership: Meaning and Characteristics: Meaning of Leadership, Characteristics of Leadership, Importance of Leadership, Qualities of Leadership ; Theories of Leadership	**139-152**
UNIT 9 :	**Scientific Management Theory --F.W. Taylor** Scientific Management theory of F.W. Taylor: Concept of Scientific Management, Background of Scientific Management theory, Aims of Scientific Management,Principles of Scientific Management ,Objectives of Scientific Management,Criticisms against the Scientific Management theory	**153-166**
Unit 10 :	**Human Relations Theory-- Elton Mayo** Concept of Human Relations: Basic objectives of Human Relations, Elements of Human Relations, Components of Human Relations; Human Relations Theory- Elton Mayo: The Hawthorne Experiments,Criticisms levelled against the Human Relations theory; Views of Chester I. Barnard	**167-178**
Unit 11 :	**Bureaucratic Theory-- Max Weber** Bureaucracy: Meaning of Bureaucracy, Types of Bureaucracy; Weber's Concept of "Ideal Type" model of Bureaucratic Organization; Criticisms levelled against the Weberian theory of Bureaucracy	**179-196**
Unit 12 :	**Decision-Making Theory-- Herbert Simon** Meaning of Decision-Making; Herbert Simon and Decision-Making:Features of Herbert Simon's Decision-Making theory, Programmed and Non-Programmed decisions; Criticisms against Simon's theory of decision-making	**197-208**
Unit 13 :	**Ecological Approach-- Fred W.Riggs** Ecological Approach- Fred Riggs: Meaning of the Ecological Approach, Ecological Approach of Fred Riggs	**209-222**

Unit 14 : Theories of Motivation--Abraham Maslow and Douglas Mc Gregor **223-235**

Motivation: Meaning of Motivation, Factors of Motivation, Objectives of Motivation; Theories of Motivation: Abraham Maslow's Hierarchy of Needs Theory, Douglas McGregor's Theory X and Theory Y

Unit 15 : Civil Service--Meaning and Nature **236-253**

Meaning of civil service: Definition of civil service , Nature of civil service, Recruitment, training and code of conduct, Classification of civil service in India; Civil Service anonymity and neutrality : Neutrality of bureaucracy or civil service, Committed bureaucracy , Anonymity of civil service; Role of civil service in democracy

BLOCK INTRODUCTION

This is the second block of the first course titled “Public Administration:Concepts and Theories” of the MA Second Semester Programme in Political Science of KKHSOU. The block contains eight units (units 8-15).

The eighth unit discusses the theories of Leadership with respect to the Great Man Theory, Trait Theory, Situational and Contingency Theory. The ninth unit discusses the Scientific Management theory put forward by F.W.Taylor. The tenth unit discusses the Human Realtions theory put forward by Elton Mayo. The eleventh unit discusses the Bureaucratic theory of Max Weber. The twelfth unit discusses the Decision-Making theory of Herbert Simon. The thirteenth unit discusses Abraham Maslow’s and Douglas McGregor’s respective theories of motivation. The fourteenth unit discusses the Ecological Approach of Fred W.Riggs. The fifteenth unit discusses the Civil Service with reagard to its meaning and nature.

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 8: THEORIES OF LEADERSHIP

UNIT STRUCTURE

8.1 Learning Objectives

8.2 Leadership: Meaning and Characteristics

- 8.2.1 Meaning of Leadership
- 8.2.2 Characteristics of Leadership
- 8.2.3 Importance of Leadership
- 8.2.4 Qualities of Leadership

8.3 Theories of Leadership

8.4 Let Us Sum Up

8.5 Further Reading

8.6 Answers to Check Your Progress

8.7 Possible Questions

8.1 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

8.2 LEADERSHIP: MEANING AND CHARACTERISTICS

8.2.1 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."

8.2.2 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

8.2.3 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.

8.2.4 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.

……

……

Q 2: Mention any four qualities of leadership.

……

……

8.3 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.

……

……

Q 4: Explain the trait theory of leadership.

……

……



8.4 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.



8.5 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.

8.6 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.



8.7 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.

*** ***** ***

UNIT 9: SCIENTIFIC MANAGEMENT THEORY- F.W. TAYLOR

UNIT STRUCTURE

9.1 Learning Objectives

9.2 Introduction

9.3 Scientific Management theory of F.W. Taylor

- 9.3.1 Concept of Scientific Management
- 9.3.2 Background of Scientific Management theory
- 9.3.3 Aims of Scientific Management
- 9.3.4 Principles of Scientific Management
- 9.3.5 Objectives of Scientific Management

9.4 Criticisms against the Scientific Management theory

9.5 Further Reading

9.6 Let Us Sum Up

9.7 Answers to Check Your Progress

9.8 Possible Questions

9.1 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

9.2 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.

9.3 SCIENTIFIC MANAGEMENT THEORY OF F.W.TAYLOR

9.3.1 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.

9.3.2 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.

9.3.3 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.

9.3.4 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.

9.3.5 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.

.....

.....

.....

.....

Q 2: Mention any two principles of scientific management.

.....

.....

.....

.....

Q 3: Mention any two objectives of scientific management.

.....

.....

.....

.....

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

.....

.....

.....

.....

9.4 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.

.....

.....

.....

.....



9.5 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.



9.6 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(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.

9.7 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.



9.8 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.

*** ***** ***

UNIT 10: HUMAN RELATIONS THEORY-ELTON MAYO

UNIT STRUCTURE

10.1 Learning objectives

10.2 Introduction

10.3 Concept of Human Relations

- 10.3.1 Basic objectives of Human Relations
- 10.3.2 Elements of Human Relations
- 10.3.3 Components of Human Relations

10.4 Human Relations Theory- Elton Mayo

- 10.4.1 The Hawthorne Experiments
- 10.4.2 Criticisms levelled against the Human Relations theory

10.5 Views of Chester I. Barnard

10.6 Let Us Sum Up

10.7 Further Reading

10.8 Check Your Progress

10.9 Possible Questions

10.1 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

10.2 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.

10.3 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.

10.3.1 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.

10.3.2 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.

10.3.3 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.

.....

.....

Q 2: Mention any two components of human relations.

.....

.....

10.4 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.

10.4.1 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.

10.4.2 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.

.....

.....

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

.....

.....

10.5 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.

.....

.....



10.6 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.



10.7 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.

10.8 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"



10.9 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?

*** ***** ***

UNIT 11: BUREAUCRATIC THEORY- MAX WEBER

UNIT STRUCTURE

11.1 Learning Objectives

11.2 Introduction

11.3 Bureaucracy

11.3.1 Meaning of Bureaucracy

11.3.2 Types of Bureaucracy

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

11.5 Criticisms levelled against the Weberian theory of Bureaucracy

1.6 Let Us Sum Up

11.7 Further Reading

11.8 Answers to Check Your Progress

11.9 Possible Questions

11.1 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

11.2 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.

11.3 BUREAUCRACY

11.3.1 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."

11.3.2 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".

.

……

Q 2: Write about guardian bureaucracy.

……

……

11.4 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?

……

……

Q 4: Explain the meaning of Charismatic Authority.

……

……

Q 5: Explain any two features of bureaucracy.

……

……

11.5 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.

.....

.....



11.6 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.



11.7 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.

11.8 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.



11.9 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.

*** ***** ***

UNIT 12: DECISION-MAKING THEORY - HERBERT SIMON

UNIT STRUCTURE

12.1 Introduction

12.2 Learning Objectives

12.3 Meaning of Decision-Making

12.4 Herbert Simon and Decision-Making

12.4.1 Features of Herbert Simon's Decision-Making theory

12.4.2 Programmed and Non-Programmed decisions

12.5 Criticisms against Simon's theory of decision-making

12.6 Let Us Sum Up

12.7 Further Reading

12.8 Answers to Check Your Progress

12.9 Possible Questions

12.1 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

12.2 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.

12.3 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.

.....

.....

12.4 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.

12.4.1 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.

12.4.2 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.

12.4.3 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.

……

……

Q 3: Write the meaning of programmed and non-programmed decisions.

……

……



12.5 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.



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.

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.

12.7 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.



12.8 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.

*** ***** ***

UNIT 13: ECOLOGICAL APPROACH-FRED W. RIGGS

UNIT STRUCTURE

13.1 Learning Objectives

13.2 Introduction

13.3 Ecological Approach- Fred W. Riggs

13.3.1 Meaning of the Ecological Approach

13.3.2 Ecological Approach of Fred W. Riggs

13.4 Let Us Sum Up

13.5 Further Reading

13.6 Answers to Check Your Progress

13.7 Possible Questions

13.1 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

13.2 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.

13.3 ECOLOGICAL APPROACH: FRED W. RIGGS

13.3.1 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.

13.3.2 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**

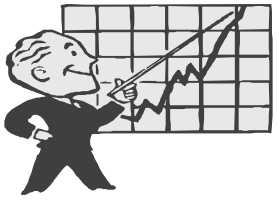
The economic system of the prismatic society is termed by Riggs as the bazaar canteen model. In this model it is found that a handful of people in society controls the economic system thereby availing all economic benefits. As a small section of people control the economic institution, the majority of 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 ?

.....

.....

.....

.....

Q 2: Write briefly about the diffracted model.

.....

.....

.....

.....

Q 3: Write briefly about the prismatic society.

.....

.....

.....

.....

Q 4: Explain Riggs' Sala model.

.....

.....

.....

.....

13.4 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.

.....

.....



13.5 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.



13.6 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(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.

13.7 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.



13.8 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 14: THEORIES OF MOTIVATION - ABRAHAM MASLOW AND DOUGLAS McGREGOR

UNIT STRUCTURE

14.1 Learning Objectives

14.2 Introduction

14.3 Motivation

- 14.3.1 Meaning of Motivation
- 14.3.2 Factors of Motivation
- 14.3.3 Objectives of Motivation

14.4 Theories of Motivation

- 14.4.1 Abraham Maslow's Hierarchy of Needs Theory
- 14.4.2 Douglas McGregor's Theory X and Theory Y

14.5 Let Us Sum Up

14.6 Further Reading

14.7 Answers to Check Your Progress

14.8 Possible Questions

14.1 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

14.2 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.

14.3 MOTIVATION

14.3.1 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.

14.3.2 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.

14.3.3 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.

.....

.....

14.4 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.

14.4.1 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)

.....

14.4.2 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?

.....



14.5 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.



14.6 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) Bhattacharya, Mohit. (2010). Public Administration. Kokata. The World Press Private Ltd.

4) Fadia and Fadia. (2008). Public Administration- Administrative Theories and Concepts. Agra: Sahitya Bhawan Publications.

5) Lakshmikant, M. (2012). Public Administration. New Delhi. Tata McGraw-Hill Education Pvt. Ltd.

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

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

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

14.7 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



14.8 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.

*** ***** ***

UNIT 15: CIVIL SERVICE- MEANING AND NATURE

UNIT STRUCTURE

15.1 Learning Objectives

15.2 Introduction

15.3 Meaning of civil service

- 15.3.1 Definitions of civil service
- 15.3.2 Nature of civil service
- 15.3.3 Recruitment, training and code of conduct
- 15.3.4 Classification of civil service in India

15.4 Civil Service anonymity and neutrality

- 15.4.1 Neutrality of bureaucracy or civil service
- 15.4.2 Committed bureaucracy
- 15.4.3 Anonymity of civil service

15.5 Role of civil service in democracy

15.6 Let Us Sum Up

15.7 Answers to Check Your Progress

15.8 Possible Questions

15.1 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

15.2 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.

15.3 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.

15.3.1 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.

15.3.2 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.

15.3.3 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.

15.3.4 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 15.1

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?

.....

15.4 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.

15.4.1 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.

15.4.2 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.

15.4.3 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)

…….

15.5 ROLE OF CIVIL SERVICE IN A MODERN STATE

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.



15.6 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.



15.7 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.

15.8 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



15.9 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.

*** ***** ***



REFERENCE

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) *Bhattacharya, Mohit. (2010).* Public Administration. Kokata. The World Press Private Ltd.

4) *Fadia and Fadia. (2008).* Public Administration- Administrative Theories and Concepts. Agra: Sahitya Bhawan Publications.

5) *Lakshmikant, M. (2012).* Public Administration. New Delhi. Tata McGraw-Hill Education Pvt. Ltd.

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

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

8) *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.