GPS S3 01 (M/P)

Public Administration-Theory

SEMESTER - III

POLITICAL SCIENCE

BLOCK - 1

KRISHNA KANTA HANDIQUI STATE OPEN UNIVERSITY

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BACHELOR OF ARTS
POLITICAL SCIENCE

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COURSE INTRODUCTION

This is the first course of the BA 3rd Semister Programme of KKHSOU in Political Science. The course is titled “Public Administration-Theory”. It is designed to help the learners to have an understanding of the basic theoretical elements with regard to the study of Political Science.

It is designed to help the learners to have an understanding of some of the important dimensions of the discipline of Public Administration in terms of both theory and practice. Accordingly, the course begins with a discussion on the meaning, nature and scope of Public Administration. At this stage a distinction is also made between Public Administration and Private Administration. The course also throws light on the growth of public administration as a discipline. One important theory that forms the cornerstone of modern public administration is the Bureaucratic Theory. The course discusses the Bureaucratic Theory in its various aspects. Besides, the course includes two other important theories which have made great impact on the theory and practice of public administration, namely, the Scientific Management theory and the Human Relations Theory. The course also discusses motivation as an important aspect of public administration. The course on Public Administration has also discussed a significant event in the history of public administration, namely, New Public Administration which sought to make public administration more socially relevant. The course further discusses some fundamental principles of administration including hierarchy, span of control, unity of command, centralisation and decentralisation, coordination and delegation of authority which are integral to the structure and functioning of any organisation.

The concepts of Line and Staff are fundamental to public administration. The course discusses these two concepts including the three very important Line agencies, namely, Department, Independent Regulatory Commission and Government Corporation. The concept of civil service is also integral to the study of public administration. In a way, civil service reflects public administration in practice. As such, the course discusses the concept of civil service and its various dimensions.

The course “Public Administration-Theory” is divided into two blocks, (Block 1) and (Block 2). While Block 1 consists of seven units (units 1-7), Block 2 consists of eight units (units 8-15).

INTRODUCTION TO BLOCK 1

This is the first block of the course titled “Public Administration-Theory” of BA Programme in Political Science of KKHSOU. The block contains seven units (units 1-7).

The first unit discusses the Public Administration: Meaning, Nature and Scope; Public Administration and Private Administration. The second unit discusses the Growth of Public Administration as a discipline. The third unit discusses the Bureaucratic Theory. The fourth unit discusses the Scientific Management Theory. The fifth unit discusses Human Relations Theory. The sixth unit discusses Motivation. The seventh unit discusses New Public Administration.

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 “MODEL QUESTIONS” to give you a hint of the pattern of questions you are likely to get in the examination.

UNIT 1 : PUBLIC ADMINISTRATION: MEANING NATURE AND SCOPE; PUBLIC ADMINISTRATION AND PRIVATE ADMINISTRATION

UNIT STRUCTURE

1.1 Learning Objectives
1.2 Introduction
1.3 Meaning of Public Administration
1.4 Nature and Scope of Public Administration
    1.4.1 Nature of Public Administration
    1.4.2 Scope of Public Administration
1.5 Public Administration and Private Administration
    1.5.1 Differences bewteen Public Administration and Private Administration
    1.5.2 Similarities betweeeen Public Administration and Private Administration
1.5 Let Us Sum Up
1.6 Further Reading
1.7 Answers to Check Your Progress
1.8 Model Questions

1.1 LEARNING OBJECTIVES

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

- explain the meaning of Public Administration
- describe the nature of Public Administration
- discuss the scope of Public Administration
- explain the differences and similarities between Public Administration and Private Administration

1.2 INTRODUCTION

In our daily lives we often have to visit government offices and departments for various purposes and thereby come into contact with

different categories of public officials engaged in different types of work. All these situations reflect aspects of Public Administration. In today's world, Public Administration has become indispensable as the government is required to meet the various needs of the people. In this unit we shall read about the various dimensions of Public Administration including its meaning, nature and scope as well as the distinction between Public Administration and Private Administration.

1.3 MEANING OF PUBLIC ADMINISTRATION

Public Administration is a part of the wider field of "administration". The term "administration" implies a collective activity directed towards the attainment of a specific goal. Now, the term "public administration" deals with the activities and procedures relating to the governmental machinery. The use of the word "Public" before "Administration" restricts its coverage to the administrative activities of the government. As a matter of fact, Public Administration is governmental administration.

The term "public administration" has been variously defined by different writers. Some of the important definitions are given below:



***Luther Gullick (1892-1970)*:** American public administrator who served in President Franklin D.Roosevelt's administration.

***L.D.White* :** One of the leading theorists and practitioners of public administration from the US.

***Herbert Simon (June 15, 1916-February 9, 2001)*:** Renowned American social scientist known for his pioneering work in the field of decision-making and administrative behaviour.

- According to **John M.Pfiffner**, "Public Administration consists of doing the work of government, whether it be running of X-ray machine in health laboratory or coining money in the mint."

- According to **Luther Gullick**, "Public Administration is that part of the science of Administration which has to do with government and, thus, concerns itself, primarily with the executive branch, where the work of the government is done though there are, obviously, problems also in connection with the legislative and judicial branches."

- According to **L.D.White**, "Public Administration consists of all those operations having for their purpose the fulfillment or enforcement of public policy."

- According to **Herbert Simon**, "By Public Administration is meant in common usage the activities of the executive branches of the national, state and local governments."

The above definitions make it clear that the term "Public Administration" has been used in two senses. The wider view has been taken by L.D.White and John M. Pfiffner. According to this view, Public Administration includes all the activities of the government whether falling in the sphere of the legislative, executive or judicial branch of the government. On the other hand, Luther Gullick and H.Simon have taken the narrow view. According to the narrow view, Public Administration is concerned with the activities of only the executive branch of the government.



CHECK YOUR PROGRESS

Q 1: In its narrow sense, Public Administration is concerned with the activities of only the ..... branch of the government. (Fill in the blank)

Q 2: Luther Gullick and Herbert Simon are associated with the narrow view of Public Administration. (True/False)

.....

Q 3: Explain the meaning of Public Administration. (within 50 words)

.....

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.....

1.4 NATURE AND SCOPE OF PUBLIC ADMINISTRATION

Let us now examine the nature and scope of Public Administration.

1.4.1 Nature of Public Administration

There are two divergent views regarding the nature of Public Administration. These views are:

- **Integral View:** According to the integral view, public administration is a sum total of all activities undertaken in pursuit of and fulfillment of public policy. These activities include not only managerial and technical but also manual and clerical. Accordingly, the activities of all persons working in an organisation from top to

bottom constitute administration. For instance, as per the integral view, public administration in the case of the Railways would include all activities ranging from planning programmes and framing policies to the inspection of tracks by gangmen/ trackmen.

- **Managerial View:** According to this view, administration is concerned with the work of only those persons who are engaged in the performance of managerial functions in an organisation. The managerial view takes into account the activities of only those who are responsible for running and managing the organisation. Their job is to plan programmes, frame policies and coordinate and organise the activities in an organisation in order to achieve the desired goals.

1.4.2 Scope of Public Administration

Several writers have defined the scope of Public Administration variously. Let us examine some of the important views regarding the scope of Public Administration.

- **POSDCoRB View**

Luther Gullick sums up the scope of the subject of Public Administration by the letters of the word "POSDCoRB". This word is made up of initials and indicates the following activities:

"P" – Planning
"O" – Organising
"S" – Staffing
"D" – Directing
"Co" – Coordinating
"R" – Reporting
"B" – Budgeting

- Planning means working out the broad outline of the items that need to be attended to and the methods for doing them to accomplish the purpose set for the enterprise.

- Organising means building up the structure of authority through which the work is arranged into well-defined sub-divisions, and coordination.

- Staffing means appointing suitable persons to the various posts under the organisation and imparting training to the personnel.

- Directing means making decisions and issuing orders and instructions for guiding the staff.

- Coordinating means interrelating the various parts of the work and eliminating overlapping and conflict.

- Reporting means keeping both the superiors and subordinates informed of what is going on and arranging for the collection of such information through inspection, research and records.

- Budgeting involves all forms of financial administration including fiscal planning, accounting and control.

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

The POSDCoRB view of the scope of public administration is important for the study of Public Administration. However, it has its own limitations. These are discussed below:

Firstly, the POSDCoRB takes into account only the common techniques of administration and ignores the subject matter with which an agency is concerned. Gullick's approach is "technique-oriented" rather than "subject-oriented."

Secondly, the supporters of Human Relations approach to the study of administration are critical of the POSDCoRB view. According to them, public administration should not miss the human aspect of organisations like group dynamics, communication, leadership skill and power relationship while the POSDCoRB view focuses only on structure and managerial techniques.

➢ **The Subject-Matter View**

The subject-matter view of Public Administration has come into being in response to the POSDCoRB view. It began to be felt that the POSDCoRB activities were neither the whole of administration, nor even the most part of it. They were only the common housekeeping activities or tools of administration. The real core of administration would consist of the various functions or services produced for the people – law and order, education, social security, public health and agriculture, public works, justice, defence, etc. According to the subject-matter view, the real content of Public Administration should be the main functions or services for which the government comes into existence. As a matter of fact, even the POSDCoRB activities are modified by the subject-matter of the services in which they have to operate. For instance, the technique of organization in the armed forces has to be different from that in the Public Works Department.

It may be mentioned here that so far as the subject matter of Public Administration is concerned, both the POSDCoRB and subject matter view are significant as both supplement each other. The scope of Public Administration should include, on the one hand, administrative theory which is general and abstract, largely consisting of the POSDCoRB techniques common to all administration. On the other hand, Public Administration involves concrete application of the common administrative theory to the various fields of administrative activity such as law and order, education, social security, public health, agriculture, public works, justice, defence, etc.

Thus, we get two broad subdivisions regarding the scope of Public Administration, namely, administrative theory and applied administration.

The scope of Public Administration is expanding day by day because. It has emerged as a full discipline like other social sciences. As it is a full discipline, Public Administration comprises the following major areas of specialized study:

(i) Administrative or Organisation theory

(ii) Public Personnel Administration

(iii) Public Financial Administration

(iv) Comparative Public Administration, and

(v) Pubnic Policy



CHECK YOUR PROGRESS

Q 4 : Mention the two views regarding the nature of Public Administration.

.....

Q 5 : Who summed up the scope of the subject of Public Administration by the letters of the word "POSDCoRB".

.....

Q 6 : Describe the subject-matter view regarding the scope of Public Administration. (within 50 words)

.....

.....

.....

.....

1.5 PUBLIC ADMINISTRATION AND PRIVATE ADMINISTRATION

Public Administration as we have seen is governmental administration. On the other hand, the management of affairs by private individuals or bodies of individuals, e.g., a club, a company or a corporation is Private Administration. Let us discuss the main differences between Public Administration and Private Administration.

1.5.1 Differences between Public Administration and Private Administration

➢ **Political Direction:** The main distinction between public and private administration lies in the fact that unlike Private Administration, Public Administration is subjected to political direction in most policy matters. The administrator under Public Administration has to carry out the orders which he gets form the political executive with little option of his own.

- **Profit motive:** Public Administration is service oriented and profit making is not its motive. In Public Administration, some functions such as running of public utility services are performed by the State in the interest of the people at large even though they might run at a loss. However, in Private Administration, the continuation of any initiative is determined by the profit margin.

- **Uniformity of treatment:** Public Administration is generally consistent in procedure and eniform in the dealings with the public. Under Public Administration, an officer cannot show favour to some people and disfavour to others. Private Administration need not bother about uniformity of treatment. A shopkeeper may give any item on credit to a person who is his regular customer but may not extend this facility to a casual customer. In Public Administration, on the other hand, a clerk in a post office will not sell stamps on credit to anyone.

- **Public relations:** In terms of public relations, Private Administration is ahead of Public Administration. The kind of salesmanship, window displaying, distribution of free samples, designing, packaging, etc., that is noticed in the field of Private Administration as part of efforts to influence the public is not noticed with regard to Public Administration, where public relations is a much more low-key affair.

- **Scope of activity:** The scope of Public Administration is more comprehensive, especially in the context of the modern welfare states. It caters to the various needs of the people, rendering basic services in the fields of law and order, public works, education, heath, social security, agriculture, post and telegraph, national defence, etc. Private Administration does not cover so many aspects of human life.

- **Monopolistic:** In the field of Public Administration, there is generally a monopoly of the government in terms of rendering certain services. No private party is allowed to compete with the government in running such services. For example, nobody else but the government itself is allowed to establish Post and Telegraph or issue currency notes. In Private Administration, on the other hand, several

organisations compete with each other to supply the same commodity or fulfil the same needs at a time.

- **Public responsibility:** Public Administration is directly responsible to the people. It has to face the criticism of the public, press and political parties. The officials in the field of Public Administration are to act as per the wishes of the people expressed through their representatives at the legislature – the ministers, who are held responsible for their fulfillment. The public officials have to be conscious of public reactions and think carefully before taking any step. Private Administration, on the other hand, does not have any such responsibility towards the public. At best, it is only indirectly responsible to the people and that too, often to secure its own ends rather than the genuine welfare of the people.

- **Greater social prestige:** Public Administration enjoys high prestige and social status as compared to Private Administration. Public Administration offers more opportunities for rendering service to the people than Private Administration. Generally speaking, people with ability and mature experience man the services under Public Administration, for the basic urge behind Public Administration is service to the society. Accordingly, Public Administration commands greater respect and social prestige than Private Administration.



CHECK YOUR PROGRESS

Q 7: Mention any two differences between Public Administration and Private Administration.

.....

.....

Q 8: How does Public Administration and Private Administration differ with respect to political direction and profit motive ?

1.5.2 Similarities between Public Administration and Private Administraiion

In spite of the above mentioned differences between Public Administration and Private Administration, there are certain similarities between the two.

- Firstly, there are many skills, techniques and procedures which are common to both. Activities like accounting, office management, purchases and disposals, etc., are common to both Public Administration and Private Administration.

- Secondly, both Public Administration and Private Administration influence each other. Public corporations and companies have borrowed principles of management from the private sector. Likewise, big business organisations in the private sector have been influenced by governmental practices in such areas as staff welfare, medical benefits, etc.

- Thirdly, a certain kind of hierarchical administrative set up is noticed in the case of both public and private sectors. There prevails demarcation of work, duties and responsibilities in the case of both public and private sectors.

- Fourthly, maintaining public relations is a must in the case of both Public Administration and Public Administration. If the contact with the masses is lost, administration shall not learn about the needs of the people. At the same time, rendering service to the people is a concern of the private sector too. It is not solely driven by the profit motive. In any case, private business is also regulated and controlled by the law of the land.



CHECK YOUR PROGRESS

Q 4: Mention any two similarities between Public Administration and Private Administration?

.....

.....

Q 5: How is Public Administration similar to Private Administration in terms of techniques and heirarchical set up.

.....

.....



1.6 LET US SUM UP

Public Administration is governmental administration.

The term “Public Administration” has been used in two senses. The wider view has been taken by L.D.White and John M. Pfiffner.

According to the wider view, Public Administration includes all the activities of the government whether falling in the sphere of the legislative, executive or judicial branch of the government.

On the other hand, Luther Gullick and H.Simon have taken the narrow view. According to the narrow view, Public Administration is concerned with the activities of only the executive branch of the government.

There are two divergent views regarding the nature of Public Administration.

According to the integral view, public administration is a sum total of all activities undertaken in pursuit of and fulfillment of public policy. These activities include not only managerial and technical but also manual and clerical.

According to the managerial view, public administration takes into account the activities of only those who are responsible for running and managing the organisation.

Luther Gullick sums up the scope of the subject of Public Administration by the letters of the word “POSDCoRB”. -

“P” – Planning, “O” – Organising , “S” – Staffing, “D” – Directing, “Co” – Coordinating , “R” – Reporting and “B”– Budgeting. \

According to the subject-matter view of public administration , the real content of Public Administration should be the main functions or services for which the government comes into existence.

Thus, we get two broad subdivisions regarding the scope of Public Administration, namely, administrative theory and applied administration.

The scope of Public Administration is expanding day by day because. It has emerged as a full discipline like other social sciences. As it is a full discipline, Public Administration comprises the following major areas of specialized study: (i) Administrative or Organisation theory

(ii) Public Personnel Administration, (iii) Public Financial Administration, (iv) Comparative Public Administration, and (v) Public Policy

Public Administration is governmental administration. On the other hand, the management of affairs by private individuals or bodies of individuals, e.g., a club, a company or a corporation is Private Administration.

The differences between public administration and private administration centre around Political Direction, Profit motive, Uniformity of treatment, Public relations, Scope of activity, Monopolistic, Public responsibility and Greater social prestige.

The similarities between public administration and private administration centre around skills, techniques and procedure, principles of management, hierarchical administrative set up , demarcation of work, duties and responsibilities and maintaining public relations.



1.7 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) Naidu, S.P. (2005), Public Administarion-Concepts and Theories. New Delhi: New Age International (P) Ltd.
4) Sharma, Dr. M. P. & Sadana, Dr.B.L. (2000). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.

1.8 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1 : executive

Ans to Q No 2 : True

Ans to Q No 3 : Public Administration is a part of the wider field of "administration". Public Administration deals with the activities and procedures relating to the governmental machinery. The term "public administration" has been variously defined by different writers. These definitions make it clear that the term "Public Administration" has been used in two senses. The wider view has been taken by L.D.White and John M. Pfiffner. According to this view, Public Administration includes all the activities of the government whether falling in the sphere of the legislative, executive or judicial branch of the government. On the other hand, Luther Gullick and H.Simon have taken the narrow view. According the narrow view, Public Administration is concerned with the activities of the executive branch of the only.

Ans to Q No 4 : Integral view and Managerial view

Ans to Q No 5 : Luther Gullick

Ans to Q No 6 : The subject-matter view of Public Administration has come into being in response to the POSDCoRB view. It began to be felt that the POSDCoRB activities were neither the whole of administration, nor even the most part of it. The real core of administration would consist of the various functions or services produced for the people – law and order, education, social security, public health and agriculture, public works, justice, defence, etc. According to the subject-matter view, the real content of Public Administration should be the main functions or services for which the government comes into existence.

Ans to Q No 7 : (i) Uniformity of treatment (ii) Public responsibility

Ans to Q No 8 : (i) Political Direction: The main distinction between public and private administration lies in the fact that unlike Private Administration, Public Administration is not subjected to political direction in most policy matters. The administrator under Public Administration has to carry out the orders which he gets form the political executive with little option of his own.

(ii) Profit motive: Public Administration is service oriented and profit making is not its motive. In Public Administration, some functions such as running of public utility services are performed by the State in the interest of the people at large even though they might run at a loss. However, in Private Administration, the continuation of any initiative is determined by the profit margin.

Ans to Q No 9 : (i) Principles of management (ii) Maintaining public realtions

Ans to Q No 10 :

i) There are many skills, techniques and procedures which are common to both. Activities like accounting, office management, purchases and disposals, etc., are common to both Public Administration and Private Administration.

ii) A certain kind of hierarchical administrative set up is noticed in the case of both public and private sectors. There prevails demarcation of work, duties and responsibilities in the case of both public and private sectors..



1.9 MODEL QUESTIONS

A) Very Short Questions

Q 1 : Who said, “By Public Administration is meant in common usage the activities of the executive branches of the national, state and local governments ” ?

Q 2 : What does POSDCoRB stand for ?

Q 3 : Public Administration comprises which major areas of specialized study?

Q 4 : Herbert Simon is associated with which view of Public Administration?

Q 5 : Mention any two activities which are common to both Public Administration and Private Administration.

Q 6 : Mention any two fields in which public administration renders basic services .

B) Short Questions (Answer each question in about 150 words)

Q 1 : Discuss the POSDCoRB view regarding the scope of Public Administration.

Q 2 : Explain the nature of Public Administration.

Q 3 : Mention the differences between public administration and private administration in terms of political direction and profit motive.

Q 4 : Mention any two similarities between public administration and private administration with regard to procedures adopted and maintenance of public relations.

C) Long Questions (Answer each question in about 300-500 words)

Q 1 : Explain the meaning of public administration. Write about the nature of public administration.

Q 2 : Discuss the scope of Public Administration.

Q 3 : Mention any seven differences between Public Administration and Private Administration.

Q 4 : Mention the similarities between Public Administration and Private Administration.

UNIT 2 : GROWTH OF PUBLIC ADMINISTRATION AS A DISCIPLINE

UNIT STRUCTURE

2.1 Learning Objectives
2.2 Introduction
2.3 Growth of Public Administration as a discipline
2.3.1 Public Administration in India
2.4 Let Us Sum Up
2.5 Further Reading
2.6 Answers to Check Your Progress
2.7 Model Questions

2.1 LEARNING OBJECTIVES

After going through this unit, you will be able to –
explain the growth of Public Administration as a discipline
explain the various stages of evolution of Public Administration as a discipline

2.2 INTRODUCTION

The growth of public administration as an academic discipline has a long history. Starting from the nineteenth century to the present times, public administration has attracted the attention of both practitioners and scholars of public administration. President Woodrow Wilson of the USA, was among the earliest thinkers to project Public Administration as a separate discipline of study. He called for a systematic study of Public Administration. At present several universities and institutions of higher education are running full fledged programmes in public administration. In thus unit, we shall learn about the various stages of the growth of public administration as an academic discipline.

2.3 GROWTH OF PUBLIC ADMINISTRATION AS A DISCIPLINE

Period I (Politics-Administration dichotomy)

Tracing the genesis of the discipline of Public Administration, President Woodrow Wilson of the USA, was among the earliest thinkers to

project Public Administration as a separate discipline of study. President Woodrow Wilson called for a systematic study of Public Administration in his essay "The Study of Administration" (1887) published in the Political Science Quarterly in 1887.Wilson was the first thinker to point out the dichotomy or separation between politics and administration. He argued that politics and administration are separate. Wilson stated that politics was the special field of the statesman and administration that of the technical official. Wilson appealed to political scientists to study more effective techniques for administration. In view of his contribution to establish a separate field for public administration, Wilson is regarded as the founding father of the discipline of Public Administration.

The Wilsonian theme of politics-administration dichotomy was further developed by Frank J.Goodnow. In 1900, he published a volume entitled Politics and Administration wherein he argued that politics and administration were two distinct functions of the government.

Starting from the early 20th century, a reform movement swept across the government in the United States. Subsequently, the interaction between the government and the universities increased. The American Political Science Association declared in 1914 that one of the objectives of teaching Political Science was to groom specialists for governmental positions. In 1926, L.D.White released what is regarded as the first textbook on the subject of Public Administration. It was titled "An Introduction to the Study of Public Administration." It focused on the themes of politics-administration dichotomy and maintenance of economy and efficiency in administration.

Period II (Principles of administration)

The second stage in the growth of public administration was marked by a focus on the principles of administration based on efficiency and economy. It came to be stressed that it was important to develop and utilize adequate methods and principles in solving the rising problems of management in both public and private organisations. The Scientific Management theory of Organization was formulated in the early part of the 20th century. Frederick Winslow Taylor is the chief advocate of this theory. According to Taylor, scientific management includes finding the most efficient methods of production, scientific selection and training of workers, proper allotment of duties and work and achieving co-operation between workers and management. Some important publications of this period include Willoughby's Principles of Public Administration, Mary Parker Follet's Creative

Experience, etc. Luther Gullick gave the POSDCoRB view of administration, laying down the seven principles of administration. Thus during the period 1926-1937, efforts were on to establish Public Administration as a separate field of study which had its own techniques and principles of management.

Period III (Human Relations)

The mechanistic approach of management with a stress on organisational goals of economy and efficiency soon came to be questioned. In this context, the Human Relations Movement led public administration into a new phase. American sociologist Elton Mayo and his associates conducted the Hawthorne experiments (1924-1940) at the Hawthorne Plant of the Western Electric Company. These experiments particularly inspired the human relations movement. On the whole, the Hawthorne experiments revealed that socio-psychological factors such as social or human relationships among the workers, feelings of importance, recognition, attention and participation on the part of the workers, small informal work-groups, etc. were always at work in any organization and should always be taken into account , thereby reflecting the "human side" of administration. 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.

Period IV (Development Administration)

After the Second World War, the behavioral scientists started focusing on such factors as the role of the individual, leadership in organization, group dynamics, motivation, etc. Herbert Simon's "Administrative Behaviour" (1947) was critical of traditional Public Administration. He advocated the adoption of empirical approach and scientific rigour in Public Administration. The need for an inter-disciplinary approach was also stressed.

In the 1960s, a more and more American scholars started taking interest in the developing countries of Asia, Africa and Latin America. Accordingly, the concept of Development Administration started gaining ground. In 1962 the Comparative Administration Group (CAG) was formed to look into the area of using modern administration as a tool for the attainment of developmental goals in these countries. Scholars in the field of Public Administration focussed on the need to gear traditional bureaucracy towards undertaking developmental tasks by bringing about changes on structural and behavioural fronts.

Period V (New Public Administration)

In the late 1960s, a section of the younger generation of American scholars initiated a new movement in American Public Administration which came to be known as the "New Public Administration". The New Public Administration movement is critical of procedural neutrality of traditional Public Administration. It rejects the idea of a value-free social science as advocated by the behaviouralists. The participants at the Minnowbrook Conference are of the view that the discipline of Public Administration should be concerned more with values and issues of justice, freedom, equality and human ethics. New Public Administration pointed out that it was necessary for public administrators to be guided by values like social justice and equity in matters of policy formulation. Thus, while acknowledging the need for public administration to retain its empirical and scientific rigour, New Public Administration rejected the value-free approach of the behaviourlists. Instead, public administration was sought to be made more relevant to the society in terms of responding to the contemporary social issues.

Period VI (New Trends)

In the 1980s, Public Administration, especially in the West, entered a new phase. The trend was towards small government as the notion of big government was rejected as a danger to individual freedom and economic efficiency. More generally, scholars in the field of Public Administration today have started focusing on issues such as public-private partnership, models of decentralization, paradigms of governance, etc.

Thus, Public Administration has come a long way since its beginnings in the late 19th century. A lot of factors have influenced its evolution as an academic discipline. It has established itself as an autonomous discipline boasting a range of ever widening literature and addressing different concerns at different stages.



LET US KNOW

One of the oldest institutions in the field of offering graduate level programmes in Public Administration is the Maxwell School of Citizenship and Public Affairs at Syracuse University, USA. It was established in 1924. Today, a large number of colleges and universities are offering various graduate and post-graduate level programmes in Public Administration across the United States.

2.3.1 Public Administration in India

Looking at the scene in India, a diploma course in Public Administration was launched by the Department of Politics and Public Administration in the University of Madras in 1937 which was one of the pioneering initiatives in the matter of the growth of Public Administration as an academic discipline in India. Dr. Eddy Asirwatham of Madras University was a leading figure in the field of Public Administration teaching in India. Subsequently, in many other universities across India, separate Public Administration departments came to be established. In 1954, the Indian Institute of Public Administration was established. It is a research and training organization under the Ministry of Personnel, Government of India. In 1959, within this institute, the Indian School of Public Administration was established, offering post-graduate level programmes in Public Administration.



CHECK YOUR PROGRESS

Q 1 : Who was the first thinker to point out the dichotomy or separation between politics and administration in India?

.....

Q 2 : Frederick Winslow Taylor is associated with which theory?

.....

Q 3 : Explain Period II of the growth of Public Administration as a discipline. (within 60 words)

.....

.....

Q 4 : Explain Period IV of the growth of Public Administration as a discipline. (within 60 words)

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2.6 LET US SUM UP

The growth of public administration as an academic discipline has a long history. Starting from the nineteenth century to the present times, public administration has attracted the attention of both practitioners and scholars of public administration.

The growth of public administration as an academic discipline can be divided into different stages, namely, Period I (Politics-Administration dichotomy), Period II (Principles of administration), Period III (Human Relations), Period IV (Development Administration), Period V (New Public Administration) and Period VI (New Trends).

In the first stage (Period I), the focus was on politics-administration dichotomy. Tracing the genesis of the discipline of Public Administration, President Woodrow Wilson of the USA, was among the earliest thinkers to project Public Administration as a separate discipline of study.

President Woodrow Wilson called for a systematic study of Public Administration in his essay "The Study of Administration" (1887) published in the Political Science Quarterly in 1887.Wilson was the first thinker to point out the dichotomy or separation between politics and administration. The Wilsonian theme of politics-administration dichotomy was further developed by Frank J.Goodnow.

The second stage in the growth of public administration (Period II) was marked by a focus on the principles of administration based on efficiency and economy. It came to be stressed that it was important to develop and utilize adequate methods and principles in solving the rising problems of management in both public and private organisations. The Scientific Management theory of Organization was formulated in the early part of the 20th century.

In the third stage (Period III), the mechanistic approach of management with a stress on organisational goals of economy and efficiency soon came to be questioned. In this context, the Human Relations

Movement led public administration into a new phase. American sociologist Elton Mayo and his associates conducted the Hawthorne experiments (1924-1940) at the Hawthorne Plant of the Western Electric Company.

In the fourth stage (Period IV) After the Second World War, the behavioral scientists started focusing on such factors as the role of the individual, leadership in organization, group dynamics, motivation, etc.

In the 1960s, a more and more American scholars started taking interest in the developing countries of Asia, Africa and Latin America. Accordingly, the concept of Development Administration started gaining ground.

In the fifth stage (Period V), a section of the younger generation of American scholars in the late 1960s, initiated a new movement in American Public Administration which came to be known as the "New Public Administration". New Public Administration rejected the value-free approach of the behaviourlists. Instead, public administration was sought to be made more relevant to the society in terms of responding to the contemporary social issues.

In the sixth stage (Period VI), Public Administration, especially in the West, entered a new phase) in the 1980s. The trend was towards small government as the notion of big government was rejected as a danger to individual freedom and economic efficiency. More generally, scholars in the field of Public Administration today have started focusing on issues such as public-private partnership, models of decentralization, paradigms of governance, etc.

Looking at the scene in India, a diploma course in Public Administration was launched by the Department of Politics and Public Administration in the University of Madras in 1937 . In 1954, the Indian Institute of Public Administration was established. It is a research and training organization under the Ministry of Personnel, Government of India.

In 1959, within this institute, the Indian School of Public Administration was established, offering post-graduate level programmes in Public Administration.



2.7 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) Naidu, S.P. (2005), Public Administarion-Concepts and Theories. New Delhi: New Age International (P) Ltd.
4) Sharma, Dr. M. P. & Sadana, Dr.B.L. (2000). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.



2.8 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1 : President Woodrow Wilson

Ans to Q No 2 : Scientific Management theory

Ans to Q No 3 : The second stage in the growth of public administration was marked by a focus on the principles of administration based on efficiency and economy. The Scientific Management theory of Organization was formulated in the early part of the 20th century. Frederick Winslow Taylor is the chief advocate of this theory. According to Taylor, scientific management includes finding the most efficient methods of production, scientific selection and training of workers, proper allotment of duties and work and achieving co-operation between workers and management. Some important publications of this period include Willoughby's Principles of Public Administration, Mary Parker Follet's Creative Experience, etc. Luther Gullick gave the POSDCoRB view of administration, laying down the seven principles of administration. Thus during the period 1926-1937, efforts were on to establish Public Administration as a separate field of study which had its own techniques and principles of management.

Ans to Q No 4 : In the 1980s, Public Administration, especially in the West, entered a new phase. The trend was towards small

government as the notion of big government was rejected as a danger to individual freedom and economic efficiency. More generally, scholars in the field of Public Administration today have started focusing on issues such as public-private partnership, models of decentralization, paradigms of governance, etc.

Thus, Public Administration has come a long way since its beginnings in the late 19th century. A lot of factors have influenced its evolution as an academic discipline. It has established itself as an autonomous discipline boasting a range of ever widening literature and addressing different concerns at different stages.



2.9 MODEL QUESTIONS

A) Very Short Questions

Q 1: Who called for a systematic study of Public Administration in his essay "The Study of Administration" ?

Q 2: Mention any two publications of Period II (Principles of administration) of the growth of public administration.

Q 3: Mention the American sociologist who conducted the Hawthorne experiments.

Q 4: Mention any two issues which scholars in the field of Public Administration have started focusing on in the modern times.

B) Short Questions (Answer each question in about 150 words)

Q 1: Explain the first two periods of the growth of Public Administration as a discipline.

Q 2: Write briefly about the growth of public administration in India.

C) Long Questions (Answer the question in about 300-500 words)

Q 1: Discuss the growth of Public Administration as a discipline.

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UNIT 3 : BUREAUCRATIC THEORY

UNIT STRUCTURE

3.1 Learning Objectives
3.2 Introduction
3.3 Concept of Bureaucracy
  3.3.1 Meaning of Bureaucracy
  3.3.2 Types of Bureaucracy
  3.3.3 Views of Marx on Bureaucracy
  3.3.4 Views of Robert Michels on Bureaucracy
3.4 Max Weber on Bureaucracy
  3.4.1 Concept of the Weberian Theory of Bureaucracy
  3.4.2 Weber's Concept of "Ideal Type" Model of Bureaucratic Organisation
  3.4.3 Features of the Weberian Theory of Bureaucracy
  3.4.4 Criticisms against the Weberian Theory of Bureaucracy Organisation
3.5 Let Us Sum Up
3.6 Further Reading
3.7 Answers to Check Your Progress
3.8 Model Questions

3.1 LEARNING OBJECTIVES

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

- describe the concept of Bureaucracy
- discuss the views of Karl Marx and Robert Michels on Bureaucracy
- explain the Weberian Theory of Bureaucracy
- discuss the criticisms against the Weberian Theory of Bureaucracy.

3.2 INTRODUCTION

Bureaucracy has emerged as a dominant element of the present world administration. Bureaucratic structures are a universal phenomenon in all public and large private organisations. Whether we live under democracy or despotism, we are governed to a considerable extent by a bureaucracy of some kind. Generally speaking bureaucracy means government by officials.

The most important contributions to the Theory of Bureaucracy have been made by Karl Marx, Roberto Michels and of course, Max Weber. Though bureaucracy is not the central concern for Marx, yet he has provided his views on bureaucracy in relation to the power structure of society. However, the most enduring contribution to bureaucracy has been made by German sociologist Max Weber. Weberian model of bureaucracy emphasizes on rationality that has been accepted by many countries all over the world.

3.3 CONCEPT OF BUREAUCRACY

3.3.1 Meaning of Bureaucracy

The word 'bureaucracy' is used with different meanings to signify different things. The term "bureaucracy" was for the first time coined by Vincent de Gournay, a Frenchman in the middle of the 18th century. Bureaucracy may be defined as systematic administration characterized by specialization of functions, objective qualifications for office, action according to fixed rules and a hierarchy of authority. The Dictionary of Social Sciences defines bureaucracy as a type of organisation characterized by rationality in decision making, impersonality in social relations, routinization of tasks and concentration of authority. As for J.S. Mill, bureaucracy denotes the professional governors of the government in a society. According to Professor Harold Laski, bureaucracy is a rule of the officials in a system of governance. Again, **Marshal E. Dimock** identifies bureaucracy with institutions and large parties.

According to British social scientist Martin Albrow, the definitions of bureaucracy fall under categories like rational organisation, rule of



***Professor Harold Laski (June 30, 1893 – March 24, 1950)*:** He was a renowned English political theorist, economist, author and political leader. He taught at the London School of Economics.

***Marshall E.Dimock*:** American political scientist who was an authority on public administration.

officials, public administration, administration by officials, hierarchical organisation, etc.

Bureaucracy has been in existence since long past. It has taken different shapes and forms at different stages of history. But the most important thing is that it has been operating in every system of administration.



LET US KNOW

The word "bureaucracy" has been taken from the Latin word 'bureau', meaning a writing table or desk. In French 'La Bure' means a cloth used on tables for public authorities. From table cloth, the table covered by cloth came to be known as bureau. Later 'bureau' began to be used for the office room where the table is kept. By 18th century the term began to be used to refer to a place where officials work. The suffix 'cratic' is derived from the Greek word which means rule. Thus bureaucracy'refers to the rule of the officials.

3.3.2 Types of Bureaucracy

Bureaucracy has been in existence in different points of history. Due to different socio-economic influences, bureaucracy has taken different shapes and forms. Accordingly bureaucracy can be categorized into the following types-

1. *The Guardian Bureaucracy:* This kind of bureaucracy regards itself as a custodian of public interest, but is independent of and unresponsive to public opinion. It is termed as efficient, competent, benevolent, incorruptible on the one hand, and authoritarian on the other. Plato's concept of philosopher king is an example of Guardian Bureaucracy. Such bureaucracy was in China before 960 A.D. and in Prussia in between 1640 and 1740 A.D.
2. *Caste Bureaucracy:* Under this system persons belonging

to upper caste or upper social category can hold public posts. In ancient India also only the high castes like *Brahmins* and *Kshatriyas* could become higher officials. The Civil Service during early Roman Empire, Japanese Civil Service under the Meiji Constitution and the French Civil Service of the 1950s are a few examples of Caste Bureaucracy.

3. Patronage Bureaucracy: It is also known as 'spoils system,' traces of which are widely found in the American administration. Under this system, public posts are filled up by the nominated candidates of the politicians and executives. It is criticised on the ground of its lack of competence, careless discipline and its concealed greediness.

4. Merit Bureaucracy: Under this system the best candidate is selected for the public post. Here recruitment is based on qualification and governed by competitive examination. The civil service in India is an example of merit bureaucracy.

3.3.3 Views of Marx on Bureaucracy

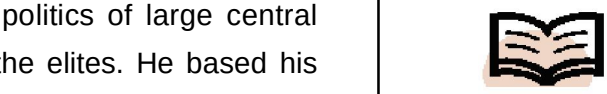
The scientific treatment of bureaucracy is generally attributed to Max Weber. But much before Weber, Karl Marx dealt with bureaucracy in relation to the state and society. Marx's views on bureaucracy need to be analyzed within his sociology of politics. According to Marx, bureaucracy, just like the state, is an instrument by which the dominant class exercises its domination over other social classes. The Marxist understanding of bureaucracy is that it is not seen as an independent historical development. Marx believes that bureaucracy emerges in response to a capitalist society and serves the needs of that particular system.

According to Marx, in terms of competence, bureaucracy cannot be rational at all. Marx also says that the higher functionaries in bureaucracy do not reveal many things to the subordinates and outsiders. He again says that the bureaucracy stands between the state and public opinion to prevent any dissent against the state.

But by and large, Public Administration as a discipline has not cared much for Marx's views on bureaucracy, which is held to be included in Marx's broad theory of capitalist state.

3.3.4 Views of Robert Michels on Bureaucracy

Robert Michels was a German sociologist. He discusses bureaucracy in relation to the internal politics of large central organisations which are dominated by the elites. He based his observations on the internal structure of the German Socialist Party. The party is supposed to be based on democratic principles, but Michels finds that the party has an ***oligarchic*** system where power is unevenly distributed in the party hierarchy. He argues that all big organisations want to develop bureaucratic structures which rule out the possibility of internal democracy.



Oligarchy:
A system where power is enjoyed by a small elite section.



CHECK YOUR PROGRESS

Q 1: What do you mean by bureaucracy? (Within 50 words)

.....

.....

.....

.....

.....

Q 2: Write down the name of the person who has coined the term 'bureaucracy'

.....

Q 3: According to ....., bureaucracy denotes the professional governors of the government in a society. (Fill in the blank)

Q 4: Write down the name of two countries where the Guardian Bureaucracy was in existence.

.....

.....

3.4 MAX WEBER ON BUREAUCRACY

Max Weber (1864-1920) was a German Sociologist. He provides the modern concept of bureaucracy. Weber considers bureaucracy as a collective term for a body of appointed officials whose influence can be seen in all kinds of large organisations- state, church, business enterprises, universities etc. Martin Albrow observes that Weber's concept of bureaucracy can be defined as "an administrative body of appointed officials". Weber terms his formulation as '*Ideal Type'.*



LET US KNOW

Max Weber views that it is because of the development of the free enterprise and money economy that bureaucracy has come into existence. Capitalism requires a strong and orderly government for its own interest. The bureaucratic principles allow the enterprise to accomplish economic planning to maintain a stable market for goods and services.

3.4.1 Concept of the Weberian Theory of Bureaucracy

Max Weber discusses bureaucracy as a sociological phenomenon. His concept of bureaucracy can be discussed in the context of his theory of authority or domination. Authority or domination refers to a power relationship between the rulers and the ruled. In any kind of administrative set-up there exist a number of beliefs that legitimize the exercise of power in the eyes of the rulers and the ruled. Domination exercised among a group of people needs an administrative staff which will execute the demands and serve as a bridge between the rulers and ruled. Weber seeks to answer the question as to how the exercise of power by one person over another (domination) is viewed to be legitimate. Accordingly, Weber identifies three types of authority or domination. These are:

- *Charismatic Authority (Domination):* Some people follow a particular person because of his or her exceptional character and charisma. They accept the authority of such person because of their high faith on him/her.
- *Traditional Authority (Domination):* Because of the peculiar faith of the people in the traditional status of the dominant person and their personal loyalty to him or her, such a person receives obedience from a large portion of the population. The conformity with customs and personal arbitrariness are the two characteristics of traditional domination.
- *Legal-Rational Authority (Domination):* Legitimacy of legal type of domination is based on the belief in the rightness of law and desirability of rational principles. The administrative apparatus corresponding to this domination is 'Bureaucracy'. The position of the bureaucrat and his relation with the rulers, ruled and his colleagues are regulated by impersonal relationship.

3.4.2 Weber's Concept of "Ideal Type" Model of Bureaucratic Organisation

After a deep study of the ancient bureaucracies in Egypt, Rome, China and the Byzantine Empire and also of more modern ones emerging in Europe during the 19th and 20th centuries, Weber gives his 'Ideal Type' model of bureaucratic form of organisation. This 'ideal type' is a mental construct that may not be found in reality. Weberian bureaucracy does not necessarily mean civil services. It refers to the sociological concept of rationalization of collective activities. He says," bureaucracy is by far the most efficient instrument of large scale administration which has ever been developed and the modern social order has become overwhelmingly dependent on it".

Weberian Theory of Bureaucracy has been characterized as value-neutral. Weber shows three approaches in his theory of bureaucracy which can be mentioned as follows-

- Bureaucracy can be viewed in terms of purely *structural characteristics*. The features like division of work and hierarchy have been identified as important aspects of structure.

- Bureaucracy has been defined in terms of *behavioural characteristics*. Certain patterns of behavior form an integral part of the concept. Its behavioral parts are objectivity, precision and consistency.
- Bureaucracy has been looked at from the point of view of *achievement of purpose*. Bureaucracy helps an organisation to speed up its efficiency in administration.

3.4.3 Features of the Weberian Theory of Bureaucracy

The Weberian theory of bureaucracy essentially revolves around Max Weber's formulation of the "ideal type" which constitutes a pure and rational type of bureaucracy. It has the following main features-

- A bureaucratic organisation is based on the principle of Division of Labour. Each office has a well defined sphere of competence with clearly earmarked duties, thereby separating it from other offices.
- The administrative set up of bureaucracy is hierarchical like a pyramid, with each lower office under the control of a higher one.
- Authority is restricted to official duties only. The staff members are personally free; they are not subordinate to their superior beyond their official duties.
- Officials are appointed and they hold office on the basis of a contract between themselves and the organisation. They receive fixed salaries which are given in accordance with the nature of job and responsibility.
- Officials are selected on the basis of merit and professional qualifications.
- Officials are set for a career; they are protected from arbitrary dismissal and promotion is by seniority or achievement or both.
- Officials are entirely separated from the means of administration and hence, they cannot appropriate either the post or the resources which go with it.

- Officials are subject to an impersonal order and formally established norms of conduct. They can act only in accordance with these rules in their dealings with others, inside and outside the organisation. There is no place for irrational sentiments in a bureaucratic organisation.

The above features constitute the main outline of Max Weber's ideal, pure and rational type of bureaucracy. These characteristics reflect a kind of 'organisation' which is impersonal where authority is exercised by administrators only by virtue of the office they hold. As such bureaucracy emerges as a uniquely impersonal and neutral instrument.

For a check on the authoritative role of bureaucracy, Weber prefers capable politicians with the capacity to control the administrative apparatus.

3.4.4 Criticisms against the Weberian Theory of Bureaucracy

Weberian theory has been criticized from different standpoints and the most vehement critics are the Marxists. They attack Weber from the ideological point of view and regard the theory as a defence of the capitalist domination over society.

From the behavioral angle also, Weber's analysis of bureaucracy is criticized as inadequate and incomplete. It is held that hierarchical authority structures and depersonalized procedures of bureaucracy may create conditions which limit its instrumental capability.

Weber's theory on bureaucracy may be criticized on the following grounds-

- *Ideal Type is a mental model*: Weber develops his 'Ideal Type' or a mental picture of a well-developed bureaucracy which just conveys an idea or image. This 'Ideal Type' is a mental model that cannot be found in reality.
- *Alienation of Individual:* Weberian bureaucracy has been termed as impersonal. It is based on rules and principles which

do not allow the creative participation of individuals spontaneously in the affairs of the organisation.

- *Ignores Informal Relationship:* Weber's model is confined to the study of formal bureaucratic structures only. It does not pay attention to the informal relationships, informal norms and values in the organisation. Simon and March also criticize Weberian model on the ground that Weber values the structural aspects of bureaucracy rather than the human beings involved in the organisation and as such it will not earn maximum efficiency.
- *Against democratic principle:* Weber allows high concentration of power in the functionaries of bureaucracy which is against the democratic principle of devolution of power.
- *Not suitable for the Developing World:* Many scholars argue that Weberian model is a product of an alien culture which is not suitable for the developing states that have emerged from colonial rule. After independence these countries have undertaken developmental planning, but bureaucracy is always preoccupied with maintaining rules and regulations. In fact, this often slows down the pace of developmental activities.

In spite of the above mentioned loopholes that may exist in the bureaucratic organisation, the increasing role of bureaucracy can be seen in all types of organisations like government, political parties, large business organisations, religious institutions etc.



CHECK YOUR PROGRESS

Q 5: What are the three types of domination identified by Max Weber?

.....

.....

Q 6: The "Ideal Type" model of bureaucratic form of organisation was formulated by ..... (Fill in the blank)

Q 7: The administrative set up of bureaucracy is hierarchical. (True/ False)

.....

Q 8: Features like division of work and hierarchy constitute the behavioural characteristics of Max Weber's bureaucratic theory. (True/False)

.....

Q 9: Mention any four features of the Weberian Theory of bureaucracy.

.....

.....

.....

.....

Q 10: Mention any four criticisms against the Weberian bureaucracy?

.....

.....

.....

.....



ACTIVITY 3.1

To what extent do you think that the structure and procedures of the civil services in India conforms to the principles laid down by Weber?

.....

.....

.....



3.5 LET US SUM UP

- Max Weber's concept of bureaucracy can be discussed in the context of his theory of authority or domination. Weber identifies three types of authority or domination, namely, *Charismatic Authority (Domination), Traditional Authority (Domination) and Legal-Rational Authority (Domination).* The administrative apparatus corresponding to *Legal-Rational Authority* (domination) is 'Bureaucracy'.

- Max Weber has put forward the concept of 'Ideal Type' model of bureaucratic form of organisation.

- Max Weber's formulation of the "ideal type" has the following main features- A bureaucratic organisation is based on the principle of Division of Labour; the administrative set up of bureaucracy is hierarchical like a pyramid; authority is restricted to official duties only ; The staff members are personally free; Officials are appointed and they hold office on the basis of a contract between themselves and the organisation ;Officials are selected on the basis of merit and professional qualifications; Officials are protected from arbitrary dismissal ;Officials are subject to an impersonal order and formally established norms of conduct.



3.6 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) Naidu, S.P. (2005), Public Administarion-Concepts and Theories. New Delhi: New Age International (P) Ltd.
4) Sharma, Dr. M. P. & Sadana, Dr.B.L. (2000). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.



3.7 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: The word 'bureaucracy' is used with different meanings to signify different things. Bureaucracies are special type of formal organisations featuring an extensive hierarchy of authority and expertise, divisions of labour and extensive rules of performance by its members. It is defined as "systematic

administration characterized by specialization of functions, objective qualifications for office, action according to fixed rules and a hierarchy of authority." J.S. Mill says that bureaucracy denotes the professional governors of the government in a society. According to Laski, bureaucracy is a rule of the officials in a system of governance. The same way Dimock identifies bureaucracy with institutions and large parties. According to Pfiffner "Bureaucracy is the systematic organisation of tasks and individuals into a pattern which can most effectively achieve the ends of collective efforts." By and large bureaucracy has been used in a sense of a type of administrative organisation or government by civil servants.

Ans to Q No 2: Vincent de Gournay

Ans to Q No 3: J.S. Mill

Ans to Q No 4: China and Prussia

Ans to Q No 5: Charismatic Domination, Traditional Domination and Legal Domination

Ans to Q No 6: Max Weber

Ans to Q No 7: True

Ans to Q No 8: False

Ans to Q No 9: Four features of the Weberian Theory of bureaucracy are as follows:

i) A bureaucratic organisation is based on the principle of Division of Labour. Each office has a well defined sphere of competence with clearly earmarked duties thereby separating it from other offices.

ii) The administrative set up of bureaucracy is hierarchical like a pyramid, with each lower office under the control of a higher one.

iii) Authority is restricted to official duties only. The staff members are personally free; they are not subordinate to their superior beyond official duty.

iv) Officials are set for a career; they are protected from arbitrary dismissal and promotion is by seniority or achievement or both.

Ans to Q No 10: Four criticisms laid down against Weber's concept of bureaucracy are-

i) Weber develops his 'Ideal Type' or a mental picture of a well developed bureaucracy which is just an imaginary model that cannot be found in reality.

ii) Based as it is on rules and principles, Weberian bureaucracy does not allow the individual to participate creatively in the affairs of the organisation.

iii) Weber's model is confined to the study of formal bureaucratic structures only. It does not pay attention to the informal relationship, informal norms and values in the organisation.

iv) Weber allows high concentration of power in the functionaries of bureaucracy which is against the democratic principle of devolution of power.



3.8 POSSIBLE QUESTIONS

A) Very Short Questions

Q 1: Mention the three types of bureaucracy.

Q 2: Mention the three types of authority or domination identified by Max Weber .

B) Short Questions (Answer each question in about 150 words)

Q 1: Explain the meaning of Guardian bureaucracy.

Q 2: Explain Roberto Michel's views on Bureaucracy.

Q 3: What are the major criticisms against the Weberian theory of Bureaucracy? Discuss.

Q 4: Write about the different types of bureaucracy.

C) Long Questions (Answer each question in about 300-500 words)

Q 1: Discuss Weber's concept of "Ideal Type" model of Bureaucratic Organisation.

Q 2: Explain the meaning of bureaucracy. Discuss the different types of authority or domination as put forward by Max Weber.

UNIT 4: SCIENTIFIC MANAGEMENT THEORY

UNIT STRUCTURE

4.1 Learning Objectives
4.2 Introduction
4.3 Scientific Management Theory
  4.3.1 Meaning of Scientific Management
  4.3.2 Origin of the Scientific Management Theory
  4.3.3 Aims of Scientific Management
  4.3.4 Basic Assumptions of the Scientific Management Theory
  4.3.5 Principles of the Scientific Management Theory
  4.3.6 Advantages of the Scientific Management Theory
4.4 Criticisms against the Scientific Management Theory
  4.4.1 Workers' Criticisms
  4.4.2 Employers' Criticisms
  4.4.3 Criticisms from the Psychologists
4.5 Let Us Sum Up
4.6 Further Reading
4.7 Answers to Check Your Progress
7.8 Model Questions

4.1 LEARNING OBJECTIVES

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

- discuss the organization of administration from the point of Scientific Management.
- describe the growth of the Theory of Scientific Management.
- discuss the theory of Scientific Management of Frederick Taylor
- explain the role of Scientific Management in administration.

4.2 INTRODUCTION

In this unit we have attempted to discuss the 'Scientific Management Theory', one of the most important theories of organization. A number of theories have been developed in the past regarding the management of an organization. The Industrial Revolution in the West introduced an era of high industrialization, mass production and use of expensive machinery that resulted in stress in the employee-employer relationship. This led to recognizing the importance of utilizing 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, past experiences were scientifically systematized and the principles of management were distilled and 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.

4.3 SCIENTIFIC MANAGEMENT THEORY

The Scientific Management Theory of Organization was formulated in the early part of the 20th century. Frederick Winslow Taylor is the chief advocate of this theory. 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.

According to Taylor, "Management is a true science, resting on clearly fixed laws, rules and principles, as a foundation". He is the first person to advocate the adoption of scientific methods in the field of industrial processes and management, so as to promote industrial efficiency and economy. The Scientific Management stresses on rationality, predictability, specialization and technical competence.

4.3.1 Meaning of Scientific Management

The term 'scientific management' implies the application of science to the management of a business concern. It aims at replacement of traditional techniques by scientific techniques. Frederick Taylor defines scientific management as "the art of knowing exactly what you want men to do and then seeing that they do it in the best and cheapest way." He again says, "scientific management includes finding the most efficient methods of production, scientific selection and training of workers, proper allotment of duties and work and achieving co-operation between workers and management."

4.3.2 Origin of the Scientific Management Theory

Although originally the term 'scientific management' was coined by L.D. Brandies as early as in 1910, the philosophy as such owes its origin to Frederick W. Taylor. But there are some other names that must be mentioned here. Among them the names of Charles Babbage, Frank and Lillian Gilberth, Henry L. Gantt, Harrington Emerson are worth mentioning. Babbage of England started scientific study of industry almost half a century earlier than Taylor. With his sustained study and research on management, he had a highly developed and remarkable capacity for intellectual analysis which enabled him to suggest solution to industrial problems. As such, he can rightly be described as one of the greatest contributors of the theory of Scientific Management.

But by and large, it is the contribution of Frederick W. Taylor who has provided us with a more conceptualized form of the theory of Scientific Management. Frank and Lillian Gilberth and Henry L. Gantt are the immediate disciples of Taylor. Gantt, like Taylor, emphasizes on the mutuality of interest between management and labour or, in other words 'harmonious co-operation between the two'. Frank and Lillian Gilberth are pioneers in evolving time and motion study of the workers, thus improving upon time and motion elements by eliminating unnecessary motions.

4.3.3 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.

4.3.4 Basic Assumptions of the Scientific Management Theory

The major concern of scientific management is to raise industrial output and efficiency through systematic utilization of scientific methods in managerial problems and work procedure. For that Taylor makes three assumptions-

- Industrial processes should be left open for scientific observation, measurement and experimentation.
- The incentive of high wages would promote the mutuality of interest between the workers and managers which will lead to higher productivity.
- The workers can be trained in the best methods for achieving industrial objectives by management.

4.3.7 Principles of the Scientific Management Theory

According to Taylor, management involves a number of principles that have the applicability in all types of organization. He says "the same principles can be applied in all types of social activities with equal force; to the management of home……and our government departments."

The major principles attached with this theory are-

- *Standardization of Work Method:* 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.

- *Scientific Selection and Training of Workers*: 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.

- *Mutual Collaboration of the Workers and Management*: There should be mutual cooperation and understanding between the workers and management. They should have mutual trust and faith. Taylor advocates research, standards, planning, control

and mutual collaboration between labour and management.With the adoption of these four points principles, Taylor brought about a revolutionary change in the management system of the industry. Labour class was highly benefitted as it helped to standardize work procedure, improve working condition, better placement and training.

4.3.8 Advantages of the Scientific Management Theory

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.
- It has emphasized on proper selection and training of the worker.
- It has established the need for harmonious relationship between the workers and the management.
- It has also emphasized on the equal division of responsibilities between the workers and the management.
- It has introduced the standardization of tools, equipment, materials and work methods.
- It 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 1: What are the two dimensions of Taylor's Scientific Management Theory?

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Q 2: Discuss the basic principles of the Scientific Management Theory. (Within 50 words)

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Q 3: Name the most prominent advocates of the Scientific Management Theory.

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Q 4: Increasing production and limiting cost is the one of the major aims of Scientific Management Theory (True/ False).

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4.4 CRITICISMS OF THE SCIENTIFIC MANAGEMENT THEORY

Though the theory of Scientific Management has a number of advantageous points, yet it is also not without loopholes. In general, the criticisms put forward against this theory are from the side of workers, employers and psychologists.

The criticisms levelled against the theory can be discussed as follows-

4.4.1 Workers' Criticisms

Workers criticize the Scientific Management theory with the following arguments-

- *Speeding up of Workers:* Workers argue that Scientific Management has the purpose of forcing the workers to work their maximum which may be detrimental to their physical-emotional well being.

- *Unemployment:* Workers fear that the introduction of standardized methods, tools and techniques increases the output per worker that may reduce the chances of further employment.
- *Boredom:* With the introduction of specialization in the enterprise, planning and executing works have been highly differentiated. As such workers are to do only those routine works just like the automatic machines. It creates the problem of monotony among the workers who start looking for jobs in other organizations.
- *No Scope for Initiative:* Taylor is in support of strict separation of planning from executing; as such workers do not get the opportunity to take part in the planning. Workers are denied and deprived to take initiatives and exercise their skill to innovate new methods of work. This adversely affects their interest in the jobs.
- *Exploitation of the Workers:* Workers feel that their wages do not increase in proportion to the rise of their productivity. A major chunk of the profits resulting from their productivity is taken away by the employers.
- *Destroying Collective Bargaining:* Trade Unions are against the modern methods of increasing output by the introduction of the premium bonus system. The Labour leaders consider Taylor's ideas as destroying the principles of collective bargaining.

4.4.2 Employers' Criticisms

The employers provide the following points against the Scientific Management Theory-

- *Expensive:* The introduction of Scientific Management is quite expensive as it incurs high amount of money on standardizing methods of work, working conditions, and tools and equipment. They argue that the creation of a separate planning department will cost more and it will not have any direct contribution in the production activity.

- *Reorganization:* Scientific Management involves reorganization of the whole industrial unit. During the transitional phase the work is to be stopped and management has to suffer a great loss due to the reorganization. Small undertakings cannot bear such loss.

4.4.3 Criticisms from the Psychologists

Psychologists have criticized the Scientific Management on the following grounds-

- *Mechanical approach*: The scientific management theory is criticised for adopting a mechanical approach towards the workers. The workers are denied any initiative and are to directly obey the directives as given by the management. The investigation conducted by Professor Hoxie for the United States Commission on Industrial Relations reports that Taylor's approach has considered only the mechanical aspects of production, leaving aside the human aspects.
- *Lack of proper motivation*: Under the scientific management system wages are paid to the workers according to the piece-wage system. There is no minimum wages assured to the workers. Taylor assumes that money is the greatest motivating factor. But in reality there are some other factors like social relationship, security and recognition that also motivate people.
- *Speeding up of workers:* Scientific Management is criticized by the psychologists on the ground that it does not consider the harmful effects of speeding up work on the physical and mental health of the workers. Sometimes the standard task is set at a higher level which results in bad health of the worker.

Thus, for many this theory is not complete in the sense that it does not apply much attention to the overall administrative structure of organization. Regarding human motivation, scientific management makes assumptions which have been proved to be inadequate. The social and psychological factors ignored by this theory are now counted as very important.

But even then there are some inherent merits of this theory that cannot be underestimated at all. In the early part of the 20th century this theory had great influence on the administrative thought and practice in the USA. The US President Taft set up the Commission of Economy and Efficiency which is a clear manifestation of the impact of this movement. Later on President Wilson, an advocate of administrative efficiency, tried to harmonize efficiency with democratic principles through the advocacy of democracy and civil service reforms. Thus, the scientific principles of Taylor along with the democratic principles comprised the twin element of the US Public Administration.

Besides this, the value of Taylor's approach can be seen from the fact that he has urged for a mental revolution in the attitudes of managers and workers. Much of the field of engineering and industrial and personal management can be directly traced to the thinking of Taylor.



CHECK YOUR PROGRESS

Q 5. Write the names of at least three famous critic of Taylor's theory of Scientific Management.

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Q 6. Point out three criticisms against the Scientific Management Theory from the point of view of the workers.

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Q 7. Point out three criticisms against the Scientific Management Theory from the point of view of the psychologists.

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ACTIVITY 4.1

Do you think that scientific management really enhances efficiency and economy in an organization?

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4.5 LET US SUM UP

- The Scientific Management Theory of Organization was formulated in the early part of the 20th century. Frederick Winslow Taylor is the chief advocate of this theory.

- 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.

- The term 'scientific management' implies the application of science to the management of a business concern. It aims at replacement of traditional techniques by scientific techniques.

- The aims of scientific management can be summarized as *Increased Production*, *Quality Control, Cost Reduction, Elimination of Wastes*, *Right Man for Right Work* and *Incentive Wages.*

- The major principles attached with this theory are-*Standardization of Work Method, Scientific Selection and Training of Workers*,*Equal Division of Work between Management and the Workers*, *Mutual Collaboration of the Workers and Management*:

- There are several advantages of the Scientific Management theory such as replacement of traditional rule-of-thumb method by scientific techniques for each element of man's work.

The criticisms levelled against the the Scientific Management theory can be discussed under three categories, namely, Workers' Criticisms, Employers' Criticisms and Criticisms from the Psychology.



4.6 FURTHER READINGS

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) Naidu, S.P. (2005), Public Administarion-Concepts and Theories. New Delhi: New Age International (P) Ltd.
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4.7 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q. No.1: There are two dimensions of the Scientific Management Theory of Fredrick W. Taylor. These are-

i) Mechanical Dimension like time and motion study, standardization of tool, methods and working conditions, differential piece rate system for the payment of wages etc.

ii) Philosophical Dimension like systematic investigation and experiment etc.

Ans to Q. No. 2: There are some basic principles attached with the Scientific Management Theory. Some of these are can be briefly pointed out as-

i) Standardization of Work Method helps to do the work in an efficient way. In order to get higher productivity or lower unit cost every work should be scientifically investigated, every worker should be entrusted with a fixed daily task. If the output of the worker achieves an desired level, he must be rewarded, and vice-versa.

ii) In order to get more efficiency and economy in the work place, they

should be selected, placed and trained in a scientific manner in.

iii) Equal division of work between management and the workers leads to efficient functioning of the organisation. The management should undertake the functions like organization, controlling and determining the methods of works.

iv) There should be mutual cooperation, trust, faith and understanding between the workers and management.

Ans to Q. No. 3: Frederick W. Taylor, Frank and Lillian Gilberth, Henry L. Gantt are the most prominent advocates of the Scientific Management Theory.

Ans to Q. No. 4: True.

Ans to Q. No. 5: Oliver Sheldon, Mary Parker Follet, Elton Mayo, and Peter Drucker are famous thinkers who have criticized the Scientific Management Theory of Taylor.

Ans to Q. No. 6 : Three criticisms against the Scientific Management Theory from the point of view of the workers are:

i) Speeding up of Workers: Workers argue that Scientific Management has the purpose of forcing the workers to work their maximum which may be detrimental to their physical-emotional well being.

ii) Unemployment: Workers fear that the introduction of standardized methods, tools and techniques increases the output per worker that may reduce the chances of further employment.

iii) Boredom: Daily routine based work advocated by the scientific management may create the monotony among the workers who start looking for jobs in other organization.

Ans to Q. No. 7 : Three criticisms against the Scientific Management Theory from the point of view of the psychologists are:

i) Mechanical Approach: It is criticized that the scientific management adopts a mechanical approach towards the workers. The workers are denied any initiative and are to directly obey the directives as given by the management.

ii) Lack of proper Motivation: Under the scientific management system wages are paid to the workers according to the piece wage system. There is no minimum wages assured to the workers.

iii) Speeding up of Workers: Scientific Management is criticized by the

psychologists on the ground that it does not consider the harmful effects of speeding up work on the physical and mental health of the workers.



4.8 MODEL QUESTIONS

A) Very Short Questions

Q 1: Who was the chief advocate of the theory of Scientific Management.

Q 2: Mention any two aims of Scientific Management.

B) Short Questions (Answer each question in about 150 words)

Q 1: Explain the advantages of the Scientific Management theory.

Q 2: Explain the origin of the Scientific Management Theory.

C) Long Questions (Answer each question in about 300-500 words)

Q 1: Discuss the four principles of scientific management as laid down by Frederick Taylor.

Q 2: Discuss the advantages of Scientific Management Theory.

Q 3: Discuss the criticisms levelled aginst the Scientific Management Theory.

UNIT 5 : HUMAN RELATIONS THEORY

UNIT STRUCTURE

5.1 Learning Objectives
5.2 Introduction
5.3 Evolution of the Human Relations movement
    5.3.1 The Hawthorne Experiments
5.4 Elements of the Human Relations theory
    5.4.1 Views of Chester.I.Barnard
    5.4.2 Criticisms of Human Relations theory
5.5 Let Us Sum Up
5.6 Further Readings
5.7 Answers to Check Your Progress
5.8 Model Questions

5.1 LEARNING OBJECTIVES

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

- discuss the evolution of the Human Relations movement
- describe the concept of Human Relations
- explain the elements of the Human Relations theory
- discuss the criticism of the Human Relations theory

5.2 INTRODUCTION

The Bureaucratic theory and the Scientific Management theory which we have discussed in the previous units are called the classical theories of organization and management. Basically, the classical theories focused on organisational goals such as productivity, growth and profit maximization. While these goals are important for an organisation, it is equally important to emphasise the psychological and social factors at work in an organisation. 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. Accordingly, human goals such as job-satisfaction, individual recognition and career advancement have to be taken into account.

5.3 EVOLUTION OF HUMAN RELATIONS MOVEMENT

The Human Relations theory emerged in response to the classical theories of organisation such as the Scientific Management theory of Frederick Taylor and the Administrative Theory of Henry Fayol.

The mechanistic approach of management with a stress on organisational goals continued up to 1920. Soon, the management in most industrial organisations switched to paternalism in the 1920s whereby the impersonal attitude of the earlier years was replaced by a fatherly and protective attitude towards employees. However, workers could not be satisfied by the so-called paternal attitude whereby the profit motive still was more important than the welfare of the workers. Accordingly, "paternalism" died out during the Great Depression of the 1930s. Subsequently, the title of "Human Relations" started gaining ground since the 1930s from Elton Mayo and his colleagues, who advocated that the worker was indeed the most important element in an industry. Mayo stressed that a worker is not a mere commodity, but a human being first and a worker next.

LET US KNOW



George Elton Mayo (1880-1949) was an American sociologist. Under the leadership of Elton Mayo and his associates, extended research was carried out at the Hawthorne Plant of the Western Electric Company in Cicero, Illinois in the USA between 1924 and 1932. The Hawthorne studies marked the beginning of a new revolution as it focussed on the informal group and socio-psychological factors at work in an organisation. The Hawthorne experiments directly inspired the evolution of the human relations movement.

5.3.1 The Hawthorne Experiments

The Hawthorne experiments which were conducted by Elton Mayo and his associates at the Hawthorne Plant of the Western Electric Company particularly inspired the human relations movement. These studies are a landmark in the field of management and organisational behaviour. These experiments may be discussed as follows:

- **Illumination Experiments:**

This was the first phase of the study. In this phase, the popular belief that productivity is directly related to illumination was tested. Two groups of workers were selected. One group called the "control group" worked under constant levels of illumination and the other group called the "test group" worked under changing levels of illumination. The results showed that in both groups, productivity went up even when the level of illumination was reduced in the work area of the "test group".

- **Relay Assembly Test Room:**

In this phase, a group of six women workers was selected. These workers were friendly to each other. They were told about the experiment and were made to work in a very informal atmosphere with a supervisor-researcher in a separate room. The supervisor acted as their friend, philosopher and guide. It was found that even when all the improvements in the working conditions were removed, productivity went on increasing and stabilized at a very high level. Researchers attributed this phenomenon to the following factors: feeling of importance among the girls as a result of their participation in the research and the attention they got; warm informal atmosphere in the small groups and friendly interpersonal and social relations; and high group cohesion among the groups.

- **Interviewing Programme:**

In this phase, as many as 20,000 workers were interviewed whereby they were asked questions relating to the type of supervision, working conditions, living conditions and so on. Subsequently, the interview was more non-directive whereby the workers were free to talk about

their favourite topics related to their work environment. This study showed that the social relations of the worker inside the organisation had a great influence on his or her attitude and behavior.

➢ **Bank Wiring Observation Room:**

This study involved 14 workers making terminal banks of telephone wiring assemblies. The study revealed the all pervasive nature of informal groups. These informal groups had their own culture and production norms which their members were forced to obey. Even in the case of the experimented group, it was found that the group evolved its own production norms for each individual worker, which were much lower than those fixed by the management. Workers would produce only that much and no more. It meant that the incentive system had no meaning for the workers. Those workers who tried to produce more than their group norms were isolated, harassed or punished by the group in several ways. The study also revealed that the members of an informal group gave informal rankings to each other. This decided the internal social structure of the group and its informal leader.

On the whole, the Hawthorne experiments revealed that socio-psychological factors such as social or human relationships among the workers, feelings of importance, recognition, attention and participation on the part of the workers, small informal work-group, non-directive supervision as well as norms and standards laid down by informal groups went on to influence the productivity of workers. The Hawthorne Studies were published in 1941 in the form of a book titled “Management and the Worker.”



CHECK YOUR PROGRESS

Q 1: The Hawthorne experiments were conducted by ..... and his associates. (Fill in the blank)

Q 2: The management in most industrial organisations switched to paternalism in the 1920s. (True/False)

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Q 3: Name the book where the Hawthorne Studies were published.

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Q 4:. Explain the basic finding of the Hawthorne experiments. (Within 60 words)

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5.4 ELEMENTS OF THE HUMAN RELATIONS THEORY

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

- **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.

- **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.

- **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.

5.4.1 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.

5.4.2 Criticisms of Human Relations Theory

The Human Relations theory is criticised on several grounds. These are discussed below:

- The Human Relations theory ignored the factors operating outside the organisational environment like the social background of workers which has a significant impact on shaping the attitudes and behaviours of the workers.
- On the whole, the theory failed to recognize the complexity and diversity of human needs.
- The Human Relations theory overlooked the possibility of any conflict of interests between workers and the management.
- Elton Mayo is criticised for not taking into account the role of unions in a free society. Critics have described the supporters of Mayo as anti-union and pro-management.
- The Hawthorne studies have been criticised for lack of scientific rigour. It was argued that the researchers already had some preconceived ideas and the research conclusions were influenced by the personal orientations and perceptions of the researchers.
- Again, it was argued that the group of six girls selected for the Relay Assembly Test Room experiment were already

"cooperative" girls who were willing to participate in the research programme. Besides, a sample of five or six girls could not be considered as a reliable sample to make generalisations.

In spite of the above-mentioned criticisms, the Human Relations theory has contributed significantly to organisational theory. The Human Relations theory, for the first time, revealed the human factor in work situations. It clearly pointed out that a worker does not work for money alone but non-financial rewards also play a significant role in influencing his or behaviour and productivity. As a matter of fact, the Hawthorne studies are considered a major landmark. The contribution of Elton Mayo has proved to be significantly useful not only in the industrial sector but also in the field of public administration.



CHECK YOUR PROGRESS

Q 5: What are the three elements which the Human Relations theory focusses on ?

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Q 6: What are the three positive functions which informal organizations carry out?

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Q 7: Chester I. Barnard held that informal organisations were artificial systems. (True/False)

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Q 8: Mention any two criticisms of the Human Relations Theory.

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5.5 LET US SUM UP

- The Human Relations theory emerged in response to the classical theories of organisation such as the Scientific Management theory of Frederick Taylor and the Administrative Theory of Henry Fayol.

- The title of "Human Relations" started gaining ground since the 1930s from Elton Mayo and his colleagues, who advocated that the worker was indeed the most important element in an industry. Mayo stressed that a worker is not a mere commodity, but a human being first and a worker next.
- The Hawthorne experiments which were conducted by Elton Mayo and his associates at the Hawthorne Plant of the Western Electric Company particularly inspired the human relations movement. These studies are a landmark in the field of management and organisational behaviour.
- The Human Relations theory basically focuses on three elements – *the individual*, *social aspect of work groups (informal organisations)*, and *participative management*.
- The Human Relations theory is criticised on several grounds. n spite of the above-mentioned criticisms, the Human Relations theory has contributed significantly to organisational theory.



5.6 FURTHER READING

1) Basu, Rumki (2004). Public Administration-Concepts and Theories. New Delhi: Sterling Publishers Private Limited.
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4) Sharma, Dr. M. P. & Sadana, Dr.B.L. (2000). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.



5.7 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: Elton Mayo

Ans to Q No 2: True

Ans to Q No 3: "Management and the Worker."

Ans to Q No 4: On the whole, the Hawthorne experiments revealed that socio-psychological factors such as social or human relationships

among the workers, feelings of importance, recognition, attention and participation on the part of the workers, small informal work-group, non-directive supervision as well as norms and standards laid down by informal groups went on to influence the productivity of workers.

Ans to Q No 5: The individual, social aspect of work groups (informal organisations) and participative management.

Ans to Q No 6: (i) Enhancing communication by providing viable alternatives to formal channels

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

(iii) Developing informal ties and activities helping members to cultivate feelings of personal importance.

Ans to Q No 7: False

Ans to Q No 8 : (i) The Human Relations theory ignored the factors operating outside the organisational environment like the social background of workers which has a significant impact on shaping the attitudes and behaviours of the workers.

(ii) The Human Relations theory overlooked the possibility of any conflict of interests between workers and the management.



5.8 MODEL QUESTIONS

A) Very Short Questions

Q.1: In which company were the Hawthorne experiments conducted?

Q.2: Name the book in which Chester I. Barnard gave his views regarding human relations.

B) Short Questions (Answer each question in about 150 words)

Q.1: Write a short note on the Hawthorne experiments.

Q.2: Explain the elements of the Human Relations theory.

Q.3: Describe the views of Chester I. Barnard with regard to the Human Relations theory.

C) Long Question (Answer the question in about 300-500 words)

Q.1: Explain the the Hawthorne experiments. Mention the criticisms levelled against the Human Relations theory.

UNIT 6: MOTIVATION

UNIT STRUCTURE

6.1 Learning Objective
6.2 Introduction
6.3 Meaning of Motivation
6.4 Theories of Motivation
    6.4.1 Incentive Theory of Motivation.
    6.4.2 Content Theories of Motivation : Maslow's Hierarchy of Needs Theory and Herzberg's Two-Factor Theory
6.5 Let Us Sum Up
6.6 Further Reading
6.7 Answer to Check Your Progress
6.8 Model Questions

6.1 LEARNING OBJECTIVES

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

- explain the meaning and importance of motivation in administration
- explain the meaning of intrinsic motivation and extrinsic motivation
- discuss the Incentive theory of motivation
- discuss the Content theories of motivation , namely, Maslow's Hierarchy of Needs theory and Herzberg's Two-Factor theory

6.2 INTRODUCTION

Motivation plays a very important role in the study of administration of an organization. It is related to the behavior of the personnel engaged in carrying out administrative activities. For having desired results of the capacity and capability of the personnel engaged in administration, presence of some kind of motivation is very important. In the following paragraphs, we will try to understand what is motivation and how it is discussed by different writers in different theories.

6.3 MEANING OF MOTIVATION

The term motivation has come from the term “motive” which is derived from the Latin word, “emovere” which means to move. So, motivation implies movement and not to remain stagnant. It is related to something which stimulates people to move to do something to achieve goals. Psychologists view motivation as the force which impels or incites all living organism to action.

Different writers have defined motivation in different ways. According to Morgan, “ Motivation is a general term referring to behavior instigated by needs and directed towards goals.” James Draver holds that motivation is the term employed generally for the phenomena involved in the operation of incentives or drives. According to Atkinson, “The term motivation refers to the arousal of a tendency to act, to produce one or more effects.”

Motivation is, thus, related to the behavior of people employed in an organization or administration. It refers to the incentives or rewards which impel them to be active and enthusiastic to perform their assignments in an efficient way. It may also be said to be the process of initiating a goal-oriented behavior. Motivation combines biological, emotional, social, and cognitive forces to stimulate one to act.

Motivation plays a very important role in the working of administration. As administration is the collective effort of different personnel to achieve the common objectives of the society, so it needs motivation of those engaged in the process. To be motivated to work is important for the successful working of administration as well as for the good of the society. So, there must be provisions for recognition or rewards for efficient and diligent performance. Presence of rewards will encourage people to work better and up to their potential.

Motivation can be of two types - intrinsic and extrinsic.

- **Intrinsic Motivation**

  Intrinsic motivation is the self-desire to seek out new things and new challenges to analyse one’s capacity, to observe and to gain knowledge. It is driven by an interest or enjoyment in the task itself and exists within the individual rather than relying on external pressures or a desire for reward.

- **External motivation**

  External motivation comes from influences outside of the individual. It refers to the performance of an activity in order to attain a desired outcome and it is the opposite of intrinsic motivation. Common extrinsic motivations are rewards for showing desired behavior and the threat of punishment following misbehavior.



CHECK YOUR PROGRESS

Q 1 : What do you understand by motivation?

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Q 2 : From which word has the term 'motivation' come?

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Q 3 : Why motivation is important for administration?

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Q 4 : Mention the two different types of motivation.

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6.4 THEORIES OF MOTIVATION

There are various theories of motivation which explain motivation from different perspectives. In the following, we are discussing the Incentive theory and Content theories of motivation which will give insights regarding how people are motivated to work and to work better.

6.4.1 Incentive Theory of Motivation

The term 'incentive' means anything that incites or encourages one to action. So, the incentive theory which is applied in public administration implies that people in an organization or administration will perform better if they have incentives for doing their jobs. Incentive may be in the form of a reward to be given after the actual performance of an act in a desired manner. Often it is seen in a positive sense. However, incentive can be both – positive and negative. Positive incentive guarantees the satisfaction of an individual's needs and requirements. It is based on the principle of optimism. Examples of positive incentives are job promotion, additional allowances, trophies, medals, etc. Opposite to positive incentive is negative incentive. Negative incentives occur when satisfactory results are to be achieved by correcting the individuals from their mistakes or wrongs. Negative incentives include job demotion, penalties, fines, etc.

Incentive theory has been taken in public administration from Psychology. Incentive theory in Psychology believes that people would like to engage in activities which are profitable and accordingly they perform their activities. This is known as motivation. Incentive theory is promoted by behavioural psychologists like B.F. Skimmer. According to Skimmer, a person's actions always have social ramifications and if actions are positively received, people are more likely to act in this manner or if negatively received, people are less likely to act in that manner.

Incentive theory is also called the Reward Motivation theory. It is so-called because this theory believes that motivation to work is always determined by the prospect of some external reward. This

reward or incentive may be an object or an event to be taking place after the performance of the work. Besides, this theory also believes that some internal factors are also there to motivate one to action, such as, emotions, likings, etc.

Two principles are applied in this theory – association and reinforcement. This theory believes that by associating positive significance to the behavior, the chances of repeating that particular behavior can be increased. Reinforcement, at the same time, stimulates the rate and intensity of the performance of an action.

The Incentive theory can be criticized because people do not work only for some reward which is promised. People want to increase their expertise in their respective field of work and for achieving success. Positive or negative incentive is not so important for them to work better. Again, as Maslow has said that people work for satisfying some of their needs also.



LET US KNOW

Behavioural Psychology is a study which tries to understand the actions of people by analyzing the way they behave outwardly.

6.4.2 Content Theories of Motivation : Maslow's Hierarchy of Needs theory and Herzberg's Two-factor Theory

Among the content theories of motivation the important are Maslow's Hierarchy of Needs theory and Herzberg's Two-Factor theory. Let us discuss these theories below.

➢ **Maslow's Heirarchy of Needs Theory**

Abraham Maslow discussed motivation by analyzing various human needs. According to him, there can be higher and lower needs of an individual. He arranged these needs in a hierarchical order. To him, the lowest needs in the hierarchy are the physiological needs. Then up the hierarchy are safety needs, social needs, esteem needs and at the highest level are the self actualization needs.

Physiological needs include the basic human needs, such as, food,

shelter, and clothing. When these biological needs are fulfilled, an individual can go for fulfilling his other needs.

Next an individual wants to fulfil his safety needs. He wants security and safety in life. So, safety needs include security of job, retirement benefits, insurance, compensation for retrenchment, etc.

An individual wants to fulfill next his social needs. As an individual is a social animal so, he desires to have love and affection in his life. He wants to live in a family and to be parts of other social groups for some kind of belongingness and satisfaction.

Next needs which an individual wants to fulfill are self-esteem needs. These include self-respect, self-confidence, status, recognition, prestige, etc.

Once all the above mentioned needs are satisfied, then an individual will try to achieve the highest needs of the hierarchy. It is self-actualisation needs. It is related to achieving higher ends and trying to realize the true meaning of life.

After discussing the hierarchy of needs to be motivators to action as mentioned by Maslow, we can find out some important points of the theory. For example, there is a hierarchy of needs which move from the bottom to the top. According to Maslow, some are lower needs and some are higher needs. A satisfied need is no longer an active motivator for an individual. This hierarchy of needs is, however, not fixed. It may differ from person to person. Because human needs are varied and diversified in nature.

This theory is criticized as being too simple so far as motivation to work is concern. It is true that people need motivation to work better. But the hierarchy of needs as has been provided by Maslow is criticized. Various needs of people should not necessarily come in the same way as has been provided by Maslow and it is also not necessary that people should go on satisfying all these needs one after another for having motivation to work.

- **Herzberg's Two-Factor Theory**

Frederick Herzberg's two factor theory is also known as the Hygiene theory. He developed this theory after examining 200 engineers and accountants at Pittsburg to find out their motivating factors for work. According to him, there are two types of factors for

motivation- (a) five factors of job satisfaction and (b) five factors of job dissatisfaction. The factors of job satisfaction are related to mental growth and the task content of a job. These factors are called 'satisfiers'. The factors of job dissatisfaction are related to pain avoidance and context of a job. These factors are called 'dissatisfiers'. According to Herzberg, the five satisfiers are- achievement, recognition, work itself, responsibility and advancement and growth. These are motivators because their presence encourages individuals to work. The five disatisfiers are- salary, company policy and administration, supervision, working condition and inter-personal relation. They are termed as hygienic factors because their presence do not motivate the individuals to work but their absence makes the dissatisfaction.

The motivators have more permanent effect on an individual than the hygienic factors. They satisfy people and motivate them to achieve better results. On the other hand, satisfaction is less from hygienic factors. Constant improvements must be made in the hygienic factors.

According to this theory, the opposite of satisfaction on the job is not dissatisfaction. Satisfaction and dissatisfaction are discrete feelings. Therefore, motivators and hygienic factors are not opposite to one another.

This theory is criticized because of the distinction made by Herzberg between satisfier and dissatisfier. A factor which can satisfy one individual may not satisfy another individual. At the same time, a given factor can cause both satisfaction and dissatisfaction to the same individual at different times. So the very distinction between satisfier and dissatisfier is not appropriate.



CHECK YOUR PROGRESS

Q 5 : Mention the important theories of motivation.

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Q 6 : State the meaning of incentive ?

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Q 7 : Discuss Maslow's hierarchy of needs theory.

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6.5 LET US SUM UP

- Motivation plays a very important role in the study of Public Administration. It is related to the behavior of the personnel engaged in carrying out various activities of administration.
- The term motivation has come from the term "motive" which is derived from the Latin word, "emovere", which means to move. So, motivation implies movement and not to remain static and stagnant. It is related to something which stimulates people to move to do something to achieve goals. Psychologists view motivation as the force which impels or incites all living organism to action.
- Motivation plays a very important role in the working of administra-

tion. As administration is the collective effort of different personnel to achieve the common objectives of the society, so it needs motivation on the part of those engaged in the process.

- There are various theories of motivation.
- The Incentive theory maintains that an individual in an organization will perform better if he is given incentive for doing his job.
- The Hierarchy of Needs theory as has been given by Maslow believes that motivation to work comes from different needs of individuals.
- According to Herzberg's Two-Factor theory, there are two types of factors for motivation- five factors of job satisfaction and five factors of job dissatisfaction. The factors which are related to mental growth and the task content of a job are 'satisfiers' and the factors which are related to pain avoidance and context of a job are 'dissatisfiers'.



6.6 FURTHER READINGS

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) Naidu, S.P. (2005), Public Administarion-Concepts and Theories. New Delhi: New Age International (P) Ltd.
4) Sharma, Dr. M. P. & Sadana, Dr.B.L. (2000). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.



6.7 ANSWERS TO CHECK YOUR PROGRESS

Answer to Q. No. 1 : The term motivation has come from the term "motive" which is derived from the Latin word, "emovere" which means to move. So, motivation implies movement and not to remain stagnant. It is related to something which stimulates people to move to do something to achieve goals. Psychologists view motivation as the force which impels or incites all living organism to action.

Answer to Q. No. 2 : The term motivation has come from the term "motive" which is derived from the Latin word, "emovere" which means to move. So, motivation implies movement and not to remain stagnant.

Answer to Q. No. 3 : Motivation plays a very important role in the working of administration. As administration is the collective effort of different personnel to achieve the common objectives of the society, so it needs motivation of those engaged in the process. To be motivated to work is important for the successful working of administration as well as for the good of the society. So, there must be provisions for recognition or rewards for efficient and diligent performance. Presence of rewards will encourage people to work better and up to their potential.

Answer to Q. No. 4 : Motivation can be of two types - intrinsic and extrinsic.

Intrinsic motivation is the self-desire to seek out new things and new challenges to analyse one's capacity, to observe and to gain knowledge. It is driven by an interest or enjoyment in the task itself and exists within the individual rather than relying on external pressures or a desire for reward.

External motivation comes from influences outside of the individual. It refers to the performance of an activity in order to attain a desired outcome and it is the opposite of intrinsic motivation. Common extrinsic motivations are rewards for showing desired behavior and the threat of punishment following misbehavior.

Answer to Q. No. 5 : There are various theories of motivation. Among them, Incentive theory and Content theories like Maslow's Hierarchy of Needs theory and Herzberg's Two-Factor theory are important.

Answer to Q. No. 6 : The term 'incentive' means anything that incites or encourages one to action. So, the incentive theory which is applied in public administration implies that people in an organization or administration will perform better if they have incentives for doing their jobs. Incentive may be in the form of a reward to be given after the actual performance of an act in a desired manner.

Answer to Q. No. 7 : Abraham Maslow discussed motivation by analyzing various human needs. According to him, there can be higher and lower needs of an individual. He arranged these needs in a hierarchical order. To him, the lowest needs in the hierarchy are the physiological needs. Then up the hierarchy are safety needs, social needs, esteem needs and at the highest level are the self actualization needs.

Physiological needs include the basics human needs, such as, food, shelter, and clothing. When these biological needs are fulfilled, an individual can go for fulfilling his other needs.

Next an individual wants to fulfill his safety needs. He wants security and safety in life. So, safety needs include security of job, retirement

benefits, insurance, compensation for retrenchment, etc.

An individual wants to fulfill next his social needs. As an individual is a social animal so, he desires to have love and affection in his life. He wants to live in a family and to be parts of other social groups for some kind of belongingness and satisfaction.

Next needs which an individual wants to fulfill are self-esteem needs. These include self-respect, self-confidence, status, recognition, prestige, etc.

Once all the above mentioned needs are satisfied, then an individual will try to achieve the highest needs of the hierarchy. It is self-actualisation needs. It is related to achieving higher ends and trying to realize the true meaning of life.

This theory is criticized as being too simple so far as motivation to work is concern. It is true that people need motivation to work better. But the hierarchy of needs as has been provided by Maslow is criticized. Various needs of people should not necessarily come in the same way as has been provided by Maslow and it is also not necessary that people should go on satisfying all these needs one after another for having motivation to work.



6.8 MODEL QUESTIONS

A) Very Short Questions

Q 1: What are the two types of motivation?

Q 2: State two examples of positive incentive.

Q 3: What is meant by self-esteem needs ?

Q 4: What are the five factors of job satisfaction as put forward by Herzberg?

B) Short Questions (Answer each question in about 150 words)

Q 1: Explain the different types of needs as put forward by Maslow.

Q 2: Explain the meaning of motivation ? What is meant by intrinsic and extrinsic motivation.

C) Long Questions (Answer each question in about 300-500 words)

Q 1: Discuss the Incentive theory of motivation.

Q 2: Discuss Herzberg's theory of motivation.

UNIT 7: NEW PUBLIC ADMINISTRATION

UNIT STRUCTURE

7.1 Learning Objectives

7.2 Introduction

7.3 New Public Administration

- 7.3.1 Background
- 7.3.2 Landmarks in the growth of New Public Administration

7.4 New Public Administration: Its goals and critical evaluation

- 7.4.1 Goals of New Public Administration
- 7.4.2 Critical Evaluation

7.5 Let Us Sum Up

7.6 Further Readings

7.7 Answers to Check Your Progress

7.8 Model Questions

7.1 LEARNING OBJECTIVES

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

- explain the meaning of New Public Administration
- describe background of the emergence of New Public Administration
- discuss the landmarks in the growth of New Public Administration
- describe the important goals of New Public Administration
- make a critical evaluation of New Public Administration

7.2 INTRODUCTION

In the late 1960s, a section of the younger generation of American scholars initiated a new movement in American Public Administration which came to be known as the "New Public Administration". It emerged in response to the ineffectiveness of the traditional principles of Public Administration like "economy" and "efficiency" which were found to be incomplete objectives of administrative activity in the context of a rapidly changing environment posing newer challenges. New Public Administration disagrees with the

value-free approach of the behaviouralists and stresses instead on making Public Administration socially relevant and responsive to the needs and problems of the society.

7.3 NEW PUBLIC ADMINISTRATION

7.3.1 Background

There has always been a controversy about the nature, content and goals of Public Administration. Traditionally speaking, policy formulation was viewed as the responsibility strictly of the politicians while the public administrators were required to be concerned only with policy implementation. However, in reality, there is an intermingling of politics and administration and the two cannot be separated into watertight compartments. As a matter of fact, it soon began to be felt since the late 1930s that public administrators should be aware of the needs and aspirations of the different sections of the society and thereby play a very significant analytical role in policy formulation by analyzing the pros and cons of a problem taken up for policy formulation and offering their advice. The administrative principles of “efficiency” and “economy” have to be pursued not for their own sake but to further the larger goal of the welfare of society. Subsequently, against this background of new and emerging dimensions in the realm of Public Administration, a new term “New Public Administration” began to gain currency.

The 1960s and early 1970s were periods of turbulence, instability and confusion in the West, particularly in the United States. As in the case of other social sciences such as Psychology, Sociology and Political Science, Public Administration too was in for a change during this revolutionary period. The earlier emphasis on “principles” and “procedures” was found to be inadequate. What was important was to lay stress on “values” and “service efficiency” in the field of Public Administration so that Public Administration could be geared up to meet the emerging challenges of the day,

making it relevant to the society. The term "New Public Administration" was used to describe a new philosophical outlook for Public Administration. All administrative activities centre on the human being who cannot be subjected to the mechanical test of efficiency. Accordingly, administration must be human being oriented and its approach should be value-based. New Public Administration pleads for more relevance in research whereby public administration becomes more effective in solving urgent social problems.

7.3.2 Major Landmarks in the growth of New Public Administration

New Public Administration basically emerged at the instance of young scholars from the Minnowbrook Conference held in Syracuse University in 1968.We shall learn more about the said conference in the following discussion. The participants at the Minnowbrook Conference felt that the scholars in the field of Public Administration should be more concerned with values including issues of justice, freedom, equality and human ethics.

The major landmarks in the growth and emergence of New Public Administration are the following:

1. The Honey Report on Higher Education for Public Service, 1967.
2. The Philadepelphia Conference on the Theory and Practice of Public Administration, 1967.
3. The Minnowbrook Conference, 1968.
4. Publication of "Toward a New Public Administration: The Minnowbrook Perspective" (edited by Frank Marini), 1971.
5. Publication of "Public Administration in a Time of Turbulence" (edited by Dwight Waldo), 1971.

1. The Honey Report on Higher Education for Public Service, 1967 :

In 1966, John Honey of Syracuse University undertook an evaluative study of Public Administration as a field of study in American universities. It was submitted in 1967. The Honey report identified four problems confronting the discipline of Public

Administration calling for immediate action: (i) Inadequate funds at the disposal of the discipline (ii) Uncertainty and confusion over the status of the discipline with regard to the question as to whether it is a science or a profession. (iii) Inadequacy of Public Administration departments (iv) Lack of communication between scholars of Public Administration and practising administrators.

The Honey report suggested that the scope of the study of the subject should be broadened. It should be linked with governmental processes. Facilities should be provided to scholars for programmes of Public Administration and public affairs by federal, state and local governments. The report further said a special programme of fellowships should be started for those who were interested in becoming teachers of Public Administration. It may be noted here that although the report did not say anything about the role of Public Administration in a crisis-ridden society of the period, yet it triggered discussions on the wider issue of the role of Public Administration in creating social awareness and addressing the problems of the day.

2. The Philadepelphia Conference on the Theory and Practice of Public Administration, 1967:

The American Academy of Political and Social Science organised a conference in Philadelphia in 1967 under the chairmanship of James C.Charlesworth. The conference aimed at discussing the scope, objectives and methods of Public Administration and is widely known as “Conference on the Theory and Practice of Public Administration”.

The major viewpoints expressed in the deliberations of the conference are as follows:

- The scope of the subject of Public Administration should remain flexible. It would be a mistake to strictly limit the scope of the discipline of Public Administration since the growth in the dimensions and functions of administration is a continuous process.
- The separation between policy and administration is

meaningless in view of the fact that in most cases administrators are also involved in the policy making process as advisors and facilitators besides being mainly concerned with policy implementation.

- Overemphasis on hierarchy and internal processes in administrative organisations leads to rigidities in administrative performance. This affects administrative performance in terms of responding to rapidly changing environments, thereby downgrading the relevance and efficacy of Public Administration. What is, therefore, required is organisational innovations and management flexibility.
- The discipline and practice of Public Administration should pay more attention to social problems of unemployment, poverty, environmental degradation. At the same time, there is a need to lay emphasis on social equity in view of increasing socio-economic disparities. It was pointed out in the conference that in order to promote equity as an administrative value along with the existing values of efficiency and accountability, there was a need to ensure people's participation in administrative decision making.
- Administrators of the future should be trained in professional schools.
- Public Administration and Business Administration training should not be combined. Training programmes in Public Administration should aim at increasing the social sensitivity of scholars and trainees as well as serving civil servants in various governmental agencies.

3. The Minnowbrook Conference, 1968 :

The Philadephia Conference had raised many important issues. The conference was held at a time when the American society was faced with several problems. It was being felt that Public Administration had failed to respond to these problems. Again, there was a feeing that Public Administration was dominated by the older people while the views of the younger generation were not receiving enough attention. This had created a generation gap. Accordingly, a

conference was convened in 1968 at the Minnowbrook Conference Centre of Syracuse University, USA, under the leadership of Dwight Waldo primarily with the aim of listening to and appreciating the views of the younger generation of scholars in the discipline of Public Administration. The Minnowbrook Conference was a youth conference to which many young scholars were invited.

The main emphasis of the Minnowbrook Conference was that of adoption of a value based normative approach to be adopted in the field of Public Administration. The conference recommended that the stress of Public Administration should be on social equity in terms of promoting the cause of the underprivileged sections of society. Public Administration should act as an agent of change, concerning itself with the social problems of the day. It was widely felt that the state of the discipline should be improved and that Public Administration should be made more relevant.



LET US KNOW

The second Minnowbrook Conference was held in September 1988. It was jointly funded by three universities – the Syracuse University, the University of Kansas and the University of Akron. The conference was held at Syracuse University. It was attended by scholars and practitioners from the disciplines of Political Science, History, Sociology, Economics besides Public Administration. The second Minnowbrook Conference dwelt on the current and future trends in the field of Public Administration.

4. Publication of "Toward a New Public Administration: The Minnowbrook Perspective" (edited by Frank Marini), 1971 and Publication of "Public Administration in a Time of Turbulence" (edited by Dwight Waldo), 1971:

The views and opinions expressed during the course of the deliberations at Minnowbrook received wider recognition when two books

based on what had been discussed in the Minnowbrook conference were published. These were "Toward a New Public Administration: The Minnowbrook Perspective" (edited by Frank Marini) and "Public Administration in a Time of Turbulence" (edited by Dwight Waldo), 1971.



CHECK YOUR PROGRESS

Q 1 : Which conference convened in 1968 is described as a youth conference in the field of Public Administration?

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Q 2: ..... of Syracuse University undertook an evaluative study of Public Administration as a field of study in American universities. (Fill in the blank)

Q 3: Mention the name of any of the two publications considered to be a landmark in the field of New Public Administration.

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Q 4: "Efficiency" and "Economy" are the main concerns of traditional Public Administration. (True/False)

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Q 5: Write a short note on the Minnowbrook Conference, 1968. (within 50 words)

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7.4 NEW PUBLIC ADMINISTRATION: ITS GOALS AND CRITICAL EVALUATION

7.4.1 Goals of New Public Administration

The literature on New Public Administration has stressed on four important goals, namely, *relevance*, *values*, *social equity* and *change*.

1. **Relevance:** Traditionally, Public Administration has always stressed on efficiency and economy. It has been criticized for not focusing on contemporary problems and issues. At the Minnowbrook Conference, the participants focused on the need for policy-oriented Public Administration. It is more important to be relevant and meaningful in terms of offering solutions to contemporary problems than merely to stress on sophisticated tools and techniques for their own sake.
2. **Values:** The New Public Administration movement is critical of procedural neutrality of traditional Public Administration. It rejects the idea of a value-free social science as advocated by the **behaviouralists**. The participants at the Minnowbrook Conference are of the view that the discipline of Public Administration should be concerned more with values and issues of justice, freedom, equality and human ethics.
3. **Social Equity:** According to the proponents of New Public Administration, social equity should be the guiding factor for Public Administration. Social equity means that administrators should become the champions of the underprivileged sections of the society. They should become the active agents of economic and social change. Public administrators have the moral obligation to protect and promote the interests of the less privileged groups in the society.
4. **Change:** The New Public Administration lays emphasis on innovations and change. Innovation means bringing about creative changes in the administrative machinery by introducing new ideas. New Public Administration is critical of status-quo and instead calls for making Public Administration an effective

agency for bringing about development and social transformation.

5. **Client-centred Approach:** New Public Administration advocates a client-centred approach. As a matter of fact, in order to achieve the principle of social equity, people's participation in the process of decision making is essential. Accordingly, New Public Administration calls for the administrators to provide the people a major voice in what is to be provided and how.

7.4.2 Critical Evaluation

Critics have described New Public Administration as a temporary and transitional phenomenon. Robert T.Golembiewski holds that New Public Administration could be regarded as a partial success. According to Cambell, New Public Administration differs from the "old" Public Administration only in so far as it seeks to respond to a set of societal problems different from those of other periods. Critics therefore argue that the difference between Public Administration and New Public Administration is only a matter of definition. Moreover, it is argued that the concept of social equity itself is vague in terms of what it means and what is required in public programmes.

In spite of the criticisms, it must be mentioned that the advocates of New Public Administration were not revolutionary in approach but only reformists in orientation. New Public Administration does not reject the traditional superstructure of administration. It only wanted change in the functioning and outlook of administration. While it is necessary to emphasise the traditional values of efficiency and economy, it is equally necessary to orient Public Administration based on the premises of social concern, activism, humanism and people's participation. New Public Administration has sought to bring the discipline of Public Administration closer to the society. According to Nigro and Nigro, the advocates of Public Administration have stimulated constructive debate and their emphasis upon the positive,

moral goals of administration should have a lasting impact. Moreover, since the emergence of New Public Administration, questions of values and ethics have remained major items in Public Administration.



CHECK YOUR PROGRESS

Q 6: What are the four main goals of New Public Administration?

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Q 7: According to the proponents of New Public Administration, social equity should be the guiding factor for Public Administration. (True/False)

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Q 8: Briefly describe *values* as a goal of New Public Administration.

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Q 9: Critically evaluate New Public Administration. (within 50 words)

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7.5 LET US SUM UP

- In the 1960s and early 1970s, it began to be argued that the traditional administrative principles of “efficiency” and “economy” have to be pursued not for their own sake but to further the larger goal of the welfare of society.
- Subsequently, a new term “New Public Administration” began to gain currency.New Public Administration pleads for more relevance in research whereby public administration becomes more effective in solving urgent social problems.
- The major landmarks in the growth and emergence of New Public Administration include the Honey Report on Higher Education for Public Service, 1967, the Philadepelphia Conference on the Theory and Practice of Public Administration, 1967, the Minnowbrook Conference, 1968 and publication of two books, namely, “Toward a New Public Administration: The Minnowbrook Perspective” (edited by Frank Marini), 1971 and “Public Administration in a Time of Turbulence” (edited by Dwight Waldo), 1971.
- The literature on New Public Administration has stressed on four important goals, namely, relevance, values, social equity and change.
- Critics have described New Public Administration as a temporary and transitional phenomenon. Moreover, it is argued that the concept of social equity itself is vague in terms of what it means and what is required in public programmes.
- In spite of the criticisms, it must be mentioned that the advocates of New Public Administration were not revolutionary in approach but only reformists in orientation. New Public Administration does not reject the traditional superstructure of administration. It only wanted change in the functioning and outlook of administration. Ever since the emergence of New Public Administration, questions of values and ethics have remained major items in Public Administration.



7.6 FURTHER READINGS

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

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



7.7 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: The Minnowbrook Conference, 1968.

Ans to Q No 2: John Honey

Ans to Q No 3: "Toward a New Public Administration: The Minnowbrook Perspective" (edited by Frank Marini)

Ans to Q No 4: True

Ans to Q No 5: The Minnowbrook Conference, 1968, was held at a time when the American society was faced with several problems. It was being felt that Public Administration had failed to respond to these problems. Accordingly, a conference was convened in 1968 at the Minnowbrook Conference Centre of Syracuse University, USA, under the leadership of Dwight Waldo primarily with the aim of listening to and appreciating the views of the younger generation of scholars in the discipline of Public Administration. The Minnowbrook Conference was a youth conference to which many young scholars were invited.

The conference recommended that the stress of Public Administration should be on social equity in terms of promoting the cause of the underprivileged sections of society. Public Administration should act as an agent of change, concerning itself with the social problems of the day. It was widely felt that the state of the discipline should be improved and that Public Administration should be made more relevant.

Ans to Q No 6: Relevance, values, social equity and change.

Ans to Q No 7: True

Ans to Q No 8: The New Public Administration movement is critical of procedural neutrality of traditional Public Administration. It rejects the idea of a value-free social science as advocated by the behaviouralists. The participants at the Minnowbrook Conference are of the view that the discipline of Public Administration should be concerned more with values and issues of justice, freedom, equality and human ethics.

Ans to Q No 9: Critics have described New Public Administration as a temporary and transitional phenomenon. Robert T.Golembiewski holds that New Public Administration could be regarded as a partial success. Critics argue that the difference between Public Administration and New Public Administration is only a matter of definition. Moreover, it is argued that the concept of social equity itself is vague in terms of what it means and what is required in public programmes.

In spite of the criticisms, it must be mentioned that the advocates of New Public Administration were not revolutionary in approach but only reformists in orientation. New Public Administration does not reject the traditional superstructure of administration. It only wanted change in the functioning and outlook of administration. While it is necessary to emphasise the traditional values of efficiency and economy, it is equally necessary to orient Public Administration based on the premises of social concern, activism, humanism and people's participation. New Public Administration has sought to bring the discipline of Public Administration closer to the society.



7.8 MODEL QUESTIONS

Very Short Questions

Q 1: Mention any two landmarks in the field of growth and emergence of New Public Administration.

Q 2: Mention the name of the book edited by Frank Marini in 1971, the publication of which is regarded as a major landmark in the growth of New Public Administration.

Q 3: What are the four goals emphasised by New Public Administration?

Q 4: 1968 at the Minnowbrook Conference was organised under whose leadership?

B) Short Questions (Answer each question in about 150 words)

Q 1: Write a short note on the Honey Report on Higher Education for Public Service, 1967.

Q 2: Write a short note on the Philadepelphia Conference on the Theory and Practice of Public Administration, 1967.

Q 3: Describe social equity and change as goals of New Public Administration.

Q 4: Present a critical evaluation of New Public Administration.

C) Long Questions (Answer each question in about 300-500 words)

Q 1: Briefly describe the background of the emergence of New Public Administration. Discuss the major landmarks in the growth of New Public Administration.

Q 2: Discuss the goals of New Public Administration.

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