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MA POLITICAL SCIENCE

MPS 102 - PUBLIC ADMINISTRATION : PRINCIPLES AND APPROACHES

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MA Political Science

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Public Administration - Introducing the discipline

LEARNING OUTCOME: After going through this lesion, students will be able to-

- **Know the meaning, definition, nature, scope and significance of Public Administration**
- **Understand differences and similarities between Public and Private Administration**
- **Grasp the evolution of Study of Public Administration as a discipline**

1.1 Public Administration: Meaning, Definition, Nature, Scope and Significance

Introduction

Administration as an activity is as old as society itself. But as an area of study it originated, with the publication of Wilson's essay on study of Administration in 1887. As a process, administration occurs in both public and private organizations. It occurs in such diverse institution as settings as a business firm, labour unions, religious or charitable organizations, educational institutions, etc. Its nature is affected by the sphere with which it is concerned. Administration is commonly divided into two types, Public and Private Administration. As an aspect of government activity, it has existed since the emergence of political system(s). While public administration relates to the activities carried out by government, private administration refers to the management of private business enterprises.

It is important to understand the functioning of administration for on this lies the understanding of the government. In this Unit an effort has been made to bring the concept of administration, public administration in particular, closer to you. This understanding will take you through the entire course of Public Administration. In what follows, we will examine the meaning, nature and scope of public administration.

- What do you mean by Administration?

The word 'administer' is derived from the Latin word ***administere***, which means *to care for* or *to look after* people, to manage affairs. Administration may be defined as "group activity

which involves cooperation and coordination for the purpose of achieving desired goals or objectives".

Broadly speaking, the term administration appears to bear at least four different meanings or different senses depending upon the context in which it is used:

(1)   As a Discipline: The name of a branch of learning or intellectual discipline as taught and studied in colleges and universities.

(2)   As a Vocation: Type of work/trade or profession/occupation, especially one that involves knowledge and training in a branch of advance learning.

(3)   As a Process: The sum total of activities undertaken to implement Public Policy or policies to produce some services or goods.

(4)   As a Synonym for 'word' Executive or Government: Such other body of persons in supreme charge of affairs, for example, Manmohan Singh Administration, Bush Administration, etc.

Noted below are definitions by a few famous writers.

E.N. Gladden

"Administration is a long and slightly pompous word, but it has a humble meaning, for it means to care for or look after people, to manage affairs…. is determined action taken in pursuit of conscious purpose".

Brooks Adams

"Administration is the capacity of coordinating many, and often conflicting, social energies in a single organism, so adroitly that they shall operate as a unity.

Felix A. Nigro

"Administration is the organization and use of men and materials to accomplish a purpose".

J.M. Pfiffner and R. Presthus

"Administration is the organization and direction of human and material resources to achieve desired ends".

L.D. White

"The art of administration is the direction, co-ordination and control of many persons to achieve some purpose or objective".

Luther Gullick

"Administration has to do with getting things done, with the accomplishment of defined objectives".

F.M. Marx

"Administration is determined action taken in pursuit of a conscious purpose. It is the systematic ordering of affairs and the calculated use of resources, aimed at making those things happen which one wants to happen and foretelling everything to the country".

Herbert Simon, D.W. Smithburg and V.A. Thompson

"In its broadest sense, the administration can be defined as the activities of group cooperating to accomplish common goals."

A brief analysis of the definitions listed above reveals that administration comprises two essentials, namely (1) cooperative effort, and (2) pursuit of common objectives. One does not find any administration if there is only a common purpose without a collective effort or vice-versa. Administration is also called a 'technology of social relationships. Thus, administration is a process common to all group effort, public or private, civil or military, large scale or small scale. It is process at work in a department store, a bank, a university, a high school, a railroad, a hospital, a hotel or a local government.

Nature of Public Administration

There are two views regarding the Nature of Public Administration, that is, Integral and Managerial.

According to the integral view, 'administration' is the sum total of all the activities – manual, clerical, managerial, etc., which are undertaken to realize the objectives of the organization.

In this view all the acts of officials of the government from the Attendant to the Secretaries to the government and Head of the State constitute Public Administration. Henri Fayol and L.D. White are the supporters of this view.

According to the managerial view of administration, the managerial activities of people who are involved in planning, organizing, commanding, coordinating and controlling constitute Public Administration. This view regards administration as getting things done and not doing things. Luther Gullick, Herbert Simon, Smithburg and Thompson are the supporters of this view. The managerial view excludes Public Administration from non-managerial activities such as manual, clerical and technical activities.

The two views differ from each other in many ways. According to Prof. M.P. Sharma the difference between the two views is fundamental. The integral view includes the activities of all the persons engaged in administration whereas the managerial view restricts itself only to the activities of the few persons at the top. The integral view depicts all types of activities from manual to managerial, from non- technical to technical whereas the managerial view takes into account only the managerial activities in an organization. Furthermore, administration, according to the integral view would differ from one sphere to another depending upon the subject matter, but whereas that will not be the case according to the managerial point of view because the managerial view is identified with the managerial techniques common to all the fields of administration.

The difference between the two views relates to the difference between management and operation or we may say between getting things done and doing things. The correct meaning of the term administration would however, depend upon the context in which it is used. Dimock, Dimock and Koening sum up in the following words:

"As a study public administration examines every aspect of government's efforts to discharge the laws and to give effect to public policy; as a process, it is all the steps taken between the time an enforcement agency assumes jurisdiction and the last break is placed (but includes also that agency's participation, if any, in the formulation of the program in the first place); and as a vocation, it is organizing and directing the activities of others in a public agency."

Scope of Public Administration

By the scope of Public Administration, we mean the major concerns of Public Administration as an activity and as a discipline.

Scope of Public Administration as an activity

Broadly speaking, Public Administration embraces all the activities of the government. Hence as an activity the scope of public administration is no less than the scope of state activity. In the modern welfare state people expect many things – a wide variety of services and protection from the government. In this context public administration provides a number of welfare and social security services to the people. Besides, it has to manage government owned industries and regulate private industries. Public administration covers every area and activity within the ambit public policy. Thus, the scope of public administration is very wide in modern state.

Scope of Public Administration as a Discipline

The scope of public administration as a discipline, that is subject of studies, comprises of the following:

The POSDCoRB view

Several writers have defined the scope of public administration in varying terms. Gullick sums up the scope of the subject by the letters of the word POSDCoRB which denote: Planning, Organization, Staffing, Directing, Co-ordinating reporting the Budgeting. Planning means the working out in broad outline the things to be done, the methods to be adopted to accomplish the purpose. Organization means the establishment of the formal structure of authority through which the work is sub-divided, arranged, defined and coordinated.
Staffing means the recruitment and training of the personnel and their conditions of work. Directing means making decisions and issuing orders and instructions. Coordinating means inter-relating the work of various divisions, sections and other parts of the organization. Reporting means informing the superiors within the agency to whom the executive is responsible about what is going on. Budgeting means fiscal planning, control and accounting.
According to Gullick the POSDCoRB activities are common to all organizations. They are the common problems of management which are found in different agencies regardless of the nature of the work they do.
POSDCoRB gives unity, certainty, and definiteness and makes the study more systematic. The critics pointed out that the POSDCoRB activities were neither the whole of

administration, nor even the most important part of it. The POSDCoRB view overlooks the fact that deferent agencies are faced with different administrative problems, which are peculiar to the nature of the services, they render and the functions they performed. The POSDCoRB view takes into consideration only the common techniques of the administration and ignores the study of the 'subject matter' with which the agency is concerned. A major defect is that the POSDCoRB view does not contain any reference to the formulation and implementation of the policy. Therefore, the scope of administration is defined very narrowly being too inward looking and too conscious of the top management.

The Subject Matter View

We all know that public administration deals not only with the processes but also with the substantive matters of administration, such as Defense, Law and Order, Education, Public Health, Agriculture, Public Works, Social Security, Justice, Welfare, etc. These services require not only POSDCoRB techniques but also have important specialized techniques of their own which are not covered by POSDCoRB techniques. For example, if you take Police Administration it has its own techniques in crime detection, maintenance of Law and Order, etc., which are much and more vital to

efficient police work, then the formal principles of organization, personnel management, coordination or finance and it is the same with other services too. Therefore, the study of public administration should deal with both the processes (that is POSDCoRB techniques and the substantive concerns). We conclude the scope of public administration with the statement of Lewis Meriam: "Public administration is an instrument with two blades like a pair of scissors. One blade may be knowledge of the field covered by POSDCoRB; the other blade is knowledge of the subject matter in which these techniques are applied. Both blades must be good to make an effective tool".

We may conclude the discussion with the observation of Herbert Simon who says that public administration has two important aspects, namely deciding and doing things. The first provides the basis for the second. One cannot conceive of any discipline without thinking or deciding. Thus, Public administration is a broad-ranging and an amorphous combination of theory and practice.

Significance of public administration

We will be discussing the significance of public administration as a specialized subject of study and significance of public administration in the modern society.

Significance of Public Administration as Specialized Subject of Study

The study of administration assumed significance, according to Woodrow Wilson, as a consequence to the increasing complexities of society, growing functions of state and growth of governments on democratic lines. This exhaustive list of functions made to think as to 'how' and in what 'directions' these functions should be effectively performed. To this Wilson suggested that there was a need to reform the government in the administrative field. As per Wilson, the object of administrative study is to discover what government can properly and successfully does and how it can do these things with utmost efficiency and the least possible cost either of money or of energy.

The importance of public administration as a specialized subject can be attributed to the following reasons:

One of the important reasons is the practical concern that the government today has to work towards the public interest. The first and foremost objective of public administration is to efficiently deliver public services. In this context, Wilsonian definition of the subject as efficiency promoting and pragmatic field was the first explicitly articulated statement on the importance of a separate discipline of public administration. During the first half of the preceding century, a number of countries have appointed committees to look into the problems of administration and recommended suitable administrative machinery to respond to diverse public needs. The Haldane Committee Report (1919) in Britain; the President's Committee on Administrative Management (1937) in the United States;

A.D. Gorwala Committee's and Paul H. Appleby's Reports in India are some of the examples of the efforts by various countries to make changes in public administration. During the last four decades also, a number of reports, produced by committees/commissions appointed by governments in various countries or multilateral agencies, and books published by scholars have enriched the discipline and provided new perspectives to public administration to tune it to the changing needs of the times. They include: Report of the Committee on the Civil Services (Fulton Committee Report, U.K., 1968); various reports of the Administrative

Reforms Commission (India, 1967-72); Reinventing Government (U.S.A., look by David Orborne and Ted Gabler, 1992), Governance and sustainable Development (UNDP, 1997) and World Development Report: Building Institutions for Markets (The World Bank, 2002).

Administration is looked at, in the social science perspective, as a cooperative and social activity. Hence the concern of academic inquiry would be to understand the impact of government policies and operations on society. What kind of society do the policies envisage? To what extent administrative action is non-discriminatory? How is public administration functioning and what are the immediate and long-term effects of governmental action on the social structure, the economy and polity? etc. are questions requiring careful analysis. From the social science perspective, public administration, as a discipline, has to draw on a variety of sister disciplines such as History, Sociology, Economics, Geography, Philosophy, Psychology, etc., with the objective to explain and not just to prescribe.

Public administration has a special status in the developing countries. Many of these countries, after independence from the colonial rule have stressed upon speedy socio – economic development. Obviously, these countries have to rely on government for speedy development. The latter requires a public administration to be organized and effectively operated for increasing productivity quickly. Likewise, social welfare activities have to be effectively executed. These aspects have given birth to the new sub-discipline of development administration. The emergence of development administration is indicative of a felt need for a body of knowledge about how to study the third world administration and at the same time to bring about speedy socio-economic development with government's intervention. Development administration has therefore, emerged as a sub-discipline to serve the cause of development.

Public administration, as witnessed holds a place of significance in the lives of people. It touches them at every step. For most of their needs, the citizens depend upon public administration. In view of the important role of public administration in the lives of people, the citizens of a country cannot ignore. Therefore, its teaching should become a part of the curriculum of educational institutions. People must get to know about the structure of government, the activities it undertakes and the manner in which these are actually performed. The study of public administration will contribute to the realization of the values of citizenship.

Significance of Public Administration as an Activity

The contemporary age, which has witnessed the emergence of 'Administrative State', public administration has become an essential part of society and a dominant factor. The functions it is called upon to perform, have expanded in scope and nature, and what is more, are continually increasing. Many of them are more positive in nature because they care for the essential requirements of human life, be it government policies and operations on society. What kind of society do the policies envisage? To what extent administrative action is non-discriminatory? How is public administration functioning and what are the immediate and long-term effects of governmental action on the social structure, the economy and polity? etc. are questions requiring careful analysis. From the social science perspective, public administration, as a discipline, has to draw on a variety of sister disciplines such as History, Sociology, Economics, Geography, Philosophy, Psychology, etc., with the objective to explain and not just to prescribe.

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creative factor, with its motto being 'human welfare'. These functions are over and above its regulatory functions.

The viewpoints of eminent scholars, as referred to below, amply reflect the significance of public administration**.**

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

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

W.B. Donham, 'If our civilization fails, it will be mainly because of breakdown of administration'.

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

1.2 Public and Private Administration: Differences and Similarities.

The major concern of administration is to properly organize men and material for achieving desired ends. As a co-operative group activity, administration is truly universal and operates in all types of public and private organizations. In other words, administration occurs in both public and private institutional settings. Its nature depends upon the nature of the setting and goals with which it is concerned. On the basis of the nature of the institutional setting, public administration can be roughly distinguished from private administration. Public administration is governmental administration concerned with achieving state purposes, determined by the state. Private administration, on the other hand is, concerned with administration of private business organization and is distinct from public administration. Let us elaborate this:

Difference between public and private administration

John Gaus, Ludivig Von Mises, Paul H. Appleby, Sir Josia Stamp, Herbert A. Simon, Peter Drucker, etc., in their writings, have made distinction between public and private administration.

According to **Simon**, the distinction between public and private administration relates mainly to three points:

- Public administration is bureaucratic whereas private administration is business like;

- Public administration is political where as private administration is non-political; and

- Public administration is characterized by red-tape where as private administration is free from it.

Felix A. Nigro has pointed out that government is also different from private organization, as no private company can equal to it in size and diversity of activities.

According to Sir Josiah Stamp, the four principles, which differentiate public from private administration, are:

- **Principle of Uniformity:** Common and uniform laws and regulations mostly regulate public Administration.

- **Principle of External Financial Control:** the representatives of the people through a legislative body control Government revenues and heads of expenditure.

- **Principle of Ministerial Responsibility:** Public administration is accountable to its political masters and through them to the people.

- **Principle of marginal Return:** The main objective of a business venture is profit; however small it may be. However, most of the objectives of public administration can neither be measured in money terms nor checked by accountancy methods.

According **to Paul H. Appleby** public administration is different from private administration. He remarks, "In broad terms the governmental function and attitude have at least three complementary aspects that go to differentiate government from all other institutions and activities: **breadth of scope, impact and consideration**; **public accountability**; **political character**. No non-governmental institution has the breadth of government.

Appleby notes that the **political character** of Public Administration differentiates it from private administration. Public Administration is subject to political direction and control. This is the primary distinction between the two. He further argues, "Administration is politics

since it must be responsive to the public interest. It is necessary to emphasize the fact that popular political processes, which are the essence of democracy, can only work through governmental organization, and that all governmental organizations are not merely administrative entities, they are and must be political organisms."

Appleby reflects further on the distinction between public and private administration in the context of public accountability "Government administration differs from all other administrative work to a degree not even faintly realized outside, by virtue of its public nature, the way in which it is subject to public scrutiny and outcry. This interest often runs to details of administrative action that in private business would never be of concern other than inside the organization.

According to Appleby private administration cannot claim the **breadth of scope**, **impact and consideration of the public administration**. He observes, "The organized government impinges upon and is affected by practically everything that exists or moves in our society. It involves policies and actions of immense complexity. Its fullest possible understanding requires the wisdom of many specialists as well as the key participants in public and private life.

The more important distinguishing features of public administration may be described under the following sub-heads:

Political Direction: Public administration is political, while private administration is non-political, public administration takes place in a political context.

Absence of profit motive: The absence of profit motive from the public administration is another feature, which distinguishes it from the private administration. The primary purpose of governmental organization is to provide services to the people and promote social good.

Prestige: Public administrators who serve in the Government enjoy high status and prestige in comparison to their counterparts in private enterprises especially developing countries.

Public Gaze: All the actions of public administration are exposed to wide public gaze because the public closely watches it. This does not happen in private administration.

Service and Cost: Most governments spend more money than their income or revenues. That is the reason for finding generally a deficit budget that is, expenditure exceeding income. Conversely, private administration income often exceeds expenditure without which they cannot survive.

Legal framework: Public administration operates within a legal framework. It is rule oriented. The responsibilities of public administrators are fixed by a set of constitutional practices, laws and regulations. Government officials are obliged to act within their legal powers and not outside the law.

Consistency of treatment: A government official is required by law to maintain a high degree of consistency in his dealings with the public.

He has to observe the principle of equality of treatment in serving the people. It is a legal obligation to not to discriminate against any person.

Public accountability: Public accountability is the hallmark of public administration in a democracy. Public administration is responsible to the public, though not directly but indirectly through political executive, legislature, judiciary, etc.

Large-scale administration: Public administration is large-scale administration. It is said that almost anything under the sun is directly or indirectly under the domain of public administration. It is by all means larger than any big private concern in terms of size., complexity and diversity of activities.

Monopolistic and Essential Services: In the field of public administration, there is generally a monopoly of the government and it does not generally allow private parties to compete with it. For example, no person or bodies of persons are allowed to establish or perform functions related to public services like national security, foreign relations, law and order, mint and currency, as these are the exclusive fields of the government and thoroughly important for the community and polity to prosper.

Officials remain Anonymous: In public administration, even the most senior officials remain anonymous and their identity is not disclosed.

This is so because whatever they do, they do in the name of the government and not in their own name.

Financial meticulousness: Public administration has to be very careful in financial matters because it is working as custodian of people's money.

Lower level of Efficiency: Efficiency is said to be the cornerstone of any organization. However, due to varied responsibilities, lack of effective control, less accountability, involvement of a large number of levels and job security of employees, efficiency has not been there in public organizations to the effect desired. When compared to private administration, one finds that the degree of efficiency in public organizations is at a lower

level. With profit as the major motive coupled with excessive control and flexibility in personnel administration the level of efficiency in private organizations is much higher.

Similarities between Public and Private Administration

Scholars like **Henry Fayol**, **Mary P. Follet** and **L. Urwick** do not make a distinction between public and private administration. The classical writers held the view that public and private administrations are the undifferentiated members of the genus administration. **Henri Fayol**, for example, says that there is only one administrative science, which can be applied equally well to public and private sectors. In his address in the Second International Congress of Administrative Science, **Fayol** remarked, "The meaning which I have given to the word administration and which has been generally adopted, broadens considerably the field of administrative sciences. It embraces not only the public service but also enterprises of every size and description, of every form and every purpose. All undertakings require planning, organization, command, co-ordination and control and in order to function properly, all must observe the same general principles. We are no longer confronted with several administrative sciences but with one which can be applied equally well public and to private affairs".

The following similarities between the two types of administration may be noted:

1. Both public and business administration rely on common skills, techniques and procedures.
2. In modern times the principle of profit motive is not peculiar to private administration, because it is now accepted as a laudable objective for public sector enterprises also.

3. In personnel management, the private organizations have been influenced greatly by the practices of public organizations.

4. The private concerns are also subjected to many legal constraints. Government is exercising much control over business firms through regulatory legislation such as taxation, monetary and licensing policies, etc. Consequently, they are not as free as they once used to be.

5. There is a similar type of hierarchy and management systems, both in public and

private sectors. Both have same kind of organization structure, superior – subordinate relationships, etc.

6. Both Public and private administration carries on continuous efforts to improve their internal working and also for efficient delivery of services to people or customers.

7. Public and private administration serves the people, whether being called clients or customers. Both have to maintain close contact with people to inform about their services and also to get feedback about services and product. In both the cases, public relations help them to inform and improve their services to the people.

The preceding discussion shows that the distinction between public and private administration is not absolute. In fact, they are becoming more and more alike in many respects. However, it does not mean that there are no significant differences between these two types of administration. **Waldo** observes that public administration is distinct because it reflects the peculiar characteristics of government activity and the public setting in which it functions.
Given the wide acceptance of the ideas of liberalization, privatization and globalization, both public and private administrations have to compete in the same area to provide services to people. Here both are dealing with customers, who pay for their services, in such a situation it narrows down the differences between the public and private administration. New Public Management, which has come into prominence, recently, puts emphasis on managerial techniques, which are to be adopted by public administration for the efficient delivery of public services. But in providing public services in the field of social and welfare areas there exists a difference between public and private administration

With this brief characterization, it could be stated that both public and private administration are placed in different environments. But this difference is more apparent than real. According to Waldo, The generalization which distinguish public administration from private administration by special care for equality of treatment, legal authorization of, and responsibility of action, public justification of decisions, financial probity and meticulousness, etc. are of very limited applicability," In fact public and private administrations are the "two species of the same genus, but they have special values and techniques of their own which

give to each its distinctive character.

1.3 Evolution of Study of Public Administration: As an activity and as a discipline

The term 'Public Administration' stands for two implications. First, it refers to the activity of administering the affairs of government, like enforcement of law and order. Second, it also refers to a field of study, like that of sociology, political science, economics, philosophy and so on.

Public administration as an aspect of governmental activity is as old as political society. that is, it has been co-existing with the political systems to accomplish the objectives set by the political decision makers. But, as a field of systematic study, public administration is much more recent - It is only about hundred years old. However, since ancient times various thinkers have contributed to the administrative thought and practice. For example, Kautilya's Arthashastra in ancient India, Aristotle's Politics in ancient west and Machiavelli's The Prince in medieval west, contain significant observations about the organization and functioning of government.

In the 18th century, cameralism in Germany and Austria was concerned with the systematic management of governmental affairs. The cameralists showed significant interest in the study of public administration. They undertook systematic research on the topics related to public administration. The objective of their study and research was to train candidates for civil service. Thus, they stressed the descriptive studies of structures, principles and procedures of public administration and emphasized the professional training of public officials. George Zincke was the most distinguished scholar of the cameralist group.

Towards the end of 18th century in the USA, the meaning and scope of public administration was defined for the first time in Hamilton's The Federalist (No. 72). Charles Jean Bounin's Principles de Administration Publique (1812) in French is considered as the first separate treatise on the subject of public administration.

However, public administration as a separate subject of study originated and developed in the USA According to Rumki Basu, the following factors have contributed to this in the 20th century.

1. The scientific management movement advocated by F.W. Taylor.

2. The 19th century industrialization which gave rise to large-scale organizations replacing the police state (laissez faire).

3. The emergence of the concept of welfare state

4. The movement for governmental reform due to negative consequences of spoils system.

Public Administration has developed as an academic discipline through a succession of a number of overlapping paradigms which are as follows:

Stage 1: Politics-Administration Dichotomy (1887-1926)

Stage II: Principles of Administration (1927-1937)

Stage III: Era of Challenge (1938-1947)

Stage IV: Crisis of Identity (1948-1970)

Stage V: Public Policy Perspective (1971- continuing).

Stage I: Politics-Administration Dichotomy (1887- 1926)

This is the beginning of evolution of public administration as a discipline. The basic theme during this stage was the advocacy for the separation of politics from administration, popularly known as the politics-administration dichotomy'. This stage began with the publication of Woodrow Wilson's essay. The Study of Administration in the political science quarterly in 1887. This essay laid the foundation for a separate, independent and systematic study in public administration. Hence, Wilson is regarded as the Father of Public Administration'.

Wilson separated administration from politics. He argued that politics is concerned with policy making while administration is concerned with the implementation of policy decisions. Wilson described public administration as a field of business. He observed. "The field of administration is a field of business. It is removed from the study of the hurry and strife of

politics." He further observed that "It (Administration) is a part of political life only as the methods of the counting house are a part of the life of society: only as a machinery is part of the manufactured product."

Wilson believed that administration is a science Thus, he said that "the science of administration is the latest fruit of that study of the science of politics which was begun some twenty-two hundred years ago. It is a birth of our own country, almost of our own generation. We are having now, what we never had before, a science of administration." He called for a separate study of administration." His basic argument was that "it is getting to be harder to run a constitution than it is to frame one." Hence, there should be a science of administration, which shall seek:

(a) to straighten the paths of government

(b) to make its business more business like

(c) to strengthen and purify its organization

(d) to crown its duties with dutifulness.

The Wilsonian line of thought was further continued by Frank J. Goodnow in his book Politics and Administration published in 1900. He made a sharp conceptual distinction between two functions of government, that is, politics and Administration. To quote Goodnow, "Politics has to do with policies or expressions of the state will." whereas. "Administration has to do with the execution of these policies." The basis of this distinction was provided by the classic separation of powers. Like Wilson Goodnow also argued for the promotion of public administration as an independent and separate discipline. He came to be regarded as the "Father of American Public Administration. "In the beginning of the 20th century, the American universities showed much interest in the public service movement (movement for governmental reform). As a result, public administration received the first serious attention of scholars. The American Political Science Association in its 1914 report stated that one of the concerns of political science was to train specialists for governmental positions.

In 1926, L.D. White's Introduction to the Study of Public Administration was published. It was the first textbook on public administration. With its publication, the subject picked up academic legitimacy, that is, the American universities began to offer courses of instruction in public administration.

Stage II: Principles of Administration (1927-1937)

During this stage, the scholars believed that there are certain principles of administration which could be discovered and applied to increase the efficiency and economy of public administration. They argued that administration is administration irrespective of the nature and context of work because the principles of administration have universal validity and relevancy. Hence, they claimed that public administration is a science. This stage began with the publication of W.F. Willoughby's Principles of Public Administration in 1927. He asserted that, "in administration there are certain fundamental principles of general application analogous to those any science "characterizing''. The other important publications of this stage reflecting the principles approach to administration are:
1. Henri Fayol's Industrial and General Management (1916).
2. M.P. Follet's Creative Experience (1924).
3. Mooney and Reiley's Onward Industry (1931).
4. Gulick and Urwick's Papers on the Science of Administration (1937).
5. Mooney and Reiley's Principles of Organization (1939).

This stage in the evolution of public administration reached its zenith with the appearance of Gulick and Urwick's Papers on the Science of Administration (1937). Gulick and Urwick stated that "It is the general thesis of this paper that there are principles which can be arrived at inductively from the study of human organization which should govern arrangements for human association of any kind. These principles can be studied as a technical question. irrespective of the purpose of the enterprise, the personnel comprising it, or any constitutional, political or social theory underlying its creation. Public administration reached its reputational zenith during this stage.

Stage III: Era of Challenge (1938-1947)

The main theme during this stage was the advocacy of ' human relations - behavioral approach to the study of public administration. Both the defining pillars of public administration were challenged. It was argued that administration cannot be separated from politics because of its political nature and political role. Administration is not only concerned with implementation of political policy decisions, but also plays an important role in policy formulation which is the domain of politics. In other words, the idea of politics - administration dichotomy was rejected. Similarly, the principles of administration were challenged and criticized on the ground of lack of scientific validity and universal relevancy. Hence, they were dubbed as "proverbs " and " naturalistic fallacies. " Moreover, the principles approach to organizational analysis was criticized as a mechanistic approach due to its emphasis on the formal structure of organization and neglect of socio - psychological aspects of organizational behavior. The Hawthorne Studies (1924-1932) conducted under the leadership of Elton Mayo Shook the foundations of principles approach to organizational analysis by demonstrating the role of informal organizations in determining organizational efficiency. These studies gave rise to human relations ' theory of organization.

The important publications of this stage which challenged the classical public administration were:

1. C.I. Barnard: The Functions of the Executive (1938)

2. F. Morstein Marx: Elements of Public Administration (1946)

3. Herbert A. Simon: The Proverbs of Administration (1946)

4. Herbert A. Simon: Administrative Behavior (1947)

5. Robert Dahl: The Science of Public Administration: Three Problems (1947)

6. Dwight Waldo: The Administrative State (1948)

Herbert A. Simon was the most important critic of principles of administration and described them as proverbs. " He advocated the behavioral approach to public administration to make it a more scientific discipline. He focused upon decision making as the alternative to the principles approach. To quote Simon, " if any ' theory ' is involved, it is that decision - making is the heart of administration, and that the vocabulary of administrative theory must be derived from the logic and psychology of human choice. " Simon rejected the idea of politics -

administration dichotomy and recommended an empirical approach to study of public administration. Thus, as Mohit Bhattacharya puts it, " he brought in the perspective of logical positivism in the study of policy - making and the relation of means and ends. Reflecting the perspectives and methodology of ' behavioralist ' in psychology and social psychology. Administrative Behavior pleaded for the raising of scientific vigor in public administration. "

Robert Dahl argued that the evolution of science of public administration (or development of universal principles of administration) was hindered by three problems.

1. The frequent impossibility of excluding normative considerations from the problems of public administration. The study of public administration must be founded on some clarification of ends.

2. The need to study certain aspects of human behavior limits the potentialities of a science of public administration. He criticized the existing tendency to treat the organization in formal technical terms and to regard human beings that constitute organizations, as more or less material.

3. The unscientific nature of principles administration which are based on a few examples drawn from limited national and historical settings.

Robert Dahl observed, "We are a long way from a science of public administration. No science of public administration is possible unless:

(a) The place of normative values is made clear, (b) The nature of man in the area of public administration is better understood and his conduct is more predictable; and

c) There is a body of comparative studies from which it may be possible to discover principles and generalities that transcend national boundaries and peculiar historical experiences."

Robert Dahl emphasized the environmental effects on administrative behavior. He believed that public administration cannot escape the effects of national psychology and social, political and cultural environment in which it develops. Hence, he suggested the cross-cultural studies, that is, comparative studies.

Stage IV: Crisis of Identity (1948-1970)

With the rejection of politics-administration dichotomy and principles of administration, public administration suffered from the crisis of identity. Consequently, scholars of public administration reacted in two ways:

1. Some of them returned to the fold of political science. However, they were not encouraged by political scientists. John Gaus in his article entitled Trends in the Theory of Public Administration (1950) developed a thesis that "a theory of Public Administration means in our time a theory of politics also." Further, Rosco Martin in his 1952 article, called for continued "dominion of political science over public administration."

2. Some others moved towards the administrative science. They argued that administration is administration irrespective of its setting. They founded the Journal of Administrative Science Quarterly in 1956. The major works influenced by this perspective are Organizations (1958) by March and Simon, Behavioral Theory of the Firm (1963) by Cyert and March, and Handbook of Organizations (1965) by March.

However, in both cases (i.e. either towards political science or administrative science), public administration lost its separate identity and distinctiveness and it has to merge with the larger field. This is why, this stage in the evolution of public administration is called as the 'stage of crisis of identity.

Various developments took place during this phase of the evolution of public administration. They are:

(a) Rise of New Human Relations Approaches advocated by Chris Argyris, Douglas McGregor, Rensis Likert, Warren Bennis and others.
(b) Growth of Comparative Public Administration
(c) Advocacy of Ecological Approach to the study of public administration by F.W. Riggs.
(d) Conceptualization of Development Administration by Edward Weidner, F.W. Riggs and others.
(e) Emergence of New Public Administration.
(f) Advocacy of Public Choice Approach by Vincent Ostrom and others.
(g) Rise of critical perspective of public administration.

Stage V: Public Policy Perspective (1971-continuing)

The main theme in this final stage of evolution is the concern for public policy analysis. Public administrationists are showing much interest in the related fields of policy-science, political economy, policy-making, policy analysis and so on.

Public policy approach got acceptancy is administrative analysis as the traditional idea of politics-administration dichotomy was abandoned. Dwight Waldo concluded that the separation between politics and administration had become an "Outworn credo". According to Robert T. Golembiewski, the public policy approach stage in the evolution of public administration is built upon two basic themes

(i) The interpenetration of politics and administration at all or many levels; and

(ii) The programmatic character of all administration. In all these themes directed attention in public administration toward political or policy-making processes as well as toward specific public programs.

With the adoption of public policy approach, public administration has become inter-disciplinary, gained in social relevance and expanded its scope. In the words of Dimock, as a study, public administration examines every aspect of government's efforts to discharge the laws and give effect to public policy.

CHECK YOUR PROGRESS

Self- Assessment Exercise:

1. Define Public Administration. Explain the nature of Public Administration.
2. Discuss the scope of Public Administration.
3. Describe the characteristics of Public Administration.
4. "Public administration is an integral part of the national development and constructive social change". Justify the statement.
5. Explain the similarities between Public and Private Administration.
6. Discuss the differences between Public and Private Administration.
7. Elucidate the growth and evolution of the study of Public Administration as an activity and as a discipline.

Chapter 2

Public Administration as a Social Science and its Relation with other Disciplines

LEARNING OUTCOME: After going through this lesion, students will be able to-

- **Know the philosophy of Public Administration**
- **Understand the relation of Public Administration with other social sciences**
- **Recognize the Public Administration as a Science and Technology**

2.1 Philosophy of Public Administration.

Public Administration has long been practiced and recognized as an art. More recently claims for Public Administration being a science have also been put forward. Today it is being realized more and more that there must also be a philosophy of Public Administration because it deals with human beings capable of purposeful activity and ethical judgments. More recently, the question of Philosophy of Administration' received attention in the writings of Chester Barnard, Ordway Tead, Herbert Simon, Charles A. Beard and Marshall E. Dimock. Charles A. Beard declared that "the future of civilized government, and even I think of civilization itself rests upon our ability to develop a science and a philosophy and a practice of administration competent to dis- charge the functions of civilized society. "

Marshall E. Dimock in his book "A Philosophy of Administration" observes: "That administration is more than learned responses, well-chosen techniques, a bundle of tricks. It is not even a science and never ought to become a hard and fast method. It is more than an art. It is a philosophy.

The philosophy of any subject is desirably articulated as soon as its content of principles, ideas, and practices has been given some identifiable separateness and unity of its own, some momentum of self-realized existence. And this can manifestly be true of administration. The formulation of a philosophy of administration with insights contributed by various generalizers

should thus lead to a much more widespread professional self-consciousness and convinced sense of direction and social justification among executives than is now characteristic.

Let us first ask what is that the philosophy of any subject sets itself to do. The philosophy of anything is the rational effort to answer the questions of the widest generality conceivably posed about it, as:

Why does this subject exist as a kind of entity in its own right? What is the area of its activity and concern? To what purposes or ends does it direct itself? What kinds of methods are entailed in its operation and in its analytical phases? What are the norms, criteria's, standards, by which sound judgments about activity within the field are to be determined? "A philosophy is concerned with the ultimate validation, justification and rationale of a body of activity both within its own boundaries and in all its ramifications including what it means in overall human experience."

According to Marshall Dimock, Philosophy is a body of belief and practice aimed at achieving better performance. A philosophy of administration is a thought through and viable pattern of survival and influence for individuals and for institutions. It is a good policy and good technique. But most of all it is a real integration, a blending of everything.

Thus, administration has the task of integrating "a larger number of elements than any other vocation." And this requires, of course, that as it borrows from Sociology, Psychology, Political Science, etc., it should know what to take and how to use it. That implies the need for a philosophy.

Administration in the broad sense deter- mines the kind of society we are going to live in and bequeath to our children. For ad- ministration deals with institutional goals and objectives, with social values and in- dividual growth, as well as paraphernalia of organizing and running things, which are only incidental.

Dimock highlights that Public Administration is now so vast an area that a philosophy of administration comes close to being a philosophy of life. In setting about this quest, he points out five such tests which a viable philosophy of administration should satisfy. The first requirement is inclusiveness. If our concern ultimately is with survival and influence, we must be

sure that all elements entering into administrative action are brought into focus. We must, secondly, see that they are integrated, added up completely and correctly. Everything that is involved must be brought into a proper and unified relationship. Next, we should insist that where possible principles be developed, they will constitute valid guides to future action under substantially similar conditions. The fourth proposition is that administration is concerned with both ends and means and that it is difficult to imagine any step in the administrative process that does not involve values and goals. Public Administration more than most subjects is equally concerned with the relation of ends and means and it is consequently self-defeating to try rigorously to separate these two. The skillful fusion of ends and means is the test of administrative excellence. Administration, like any aspect of social life, ought to be studied according to scientific method. But here we must insist that technique is subordinate to and must at all times be tested in the light of appropriate ends and means. Techniques are justified only as parts of a whole and in relation to the whole, not just as independent means in their own right. So considered, there is no conflict between techniques and philosophy any more than there is between science and philosophy. The fifth proposition is that a philosophy of administration ought to be thought through in such a way that it describes reality and provides the most reliable tool possible in the hands of a skillful administrator, it constitutes a grand total which exceeds the sum of its parts. Many scholars on administration have noted the fact that this is possible. Chester Barnard, for example, states as the position that governs his book 'The Functions of the Executive', that when the efforts of five men become coordinated in a system (organization) something is created that is 'something new in the world' and that is more or less different in quantity and quality from anything present in the sum of the efforts of the five men.

This incremental factor is what in fact, gives administration its nearly universal appeal. And it rarely 'Comes off' unless administration is thought of as a philosophy not merely as a technique or a science.

From these certain consequences emerge which have wide social and human importance. The whole of administration, which is what philosophy deals with, alone makes possible an approach which gives life and vitality to administration. It is the soul of the ad- ministration. It is a key to the organization. This is because it emphasizes values and goals, the human elements in administration, the need for making ends and means consistent with each other. Unlike the

segmented approach of science and technique, it avoids the dullness and impersonality which result from strict adherence to method and to closed categories.

There is an affinity between technique and science on the one hand, and art and philosophy on the other. Administration in its higher ranges is temperamental and creative. But any philosophy of administration must be capable of passing the acid test of science: it must be capable of empirical validation, i.e., of judging by the results and it must be capable of furthering prediction and planning.

We have swung so far in the direction of the sciences, however, that it would be heal- thy for us now to realize that administration is essentially one of the humanities and social sciences. Public Administration is, or at least ought to be wedded to subjects such as philosophy, literature, history, political theory and art, and not merely to engineering, finance, management and structure. That this need is already though belatedly being appreciated is evidenced by the decisions of big organizations, which recently have joined forces with the educational facilities of great educational institutions. such as those of Harward and Cambridge There practicing administrators are given executive development courses revolving around literature, arts and philosophy. By these administrators become increasingly human and philosophical capable of planning ongoing programs which meet human needs and aspirations.

The above considerations make it clear why Dimock gives so much importance on an overall philosophy of administration. The busy administrator needs such a philosophy because it is the indispensable tool of decision making and the administrator's life is filled with daily decisions, some small and relatively insignificant, others large and momentous. But every decision, no matter how seemingly small and insignificant, needs to be related to an overall strategy which is built on the bedrock of philosophy.

If administration is not based on philosophical goals, ethical and moral considerations then it will have to be related to something else. All too often the alternative is rules and procedures. The formal or mechanistic view sponsored by Willoughby and others regarded 'POSDCORB' techniques as the content of administration. Mechanistic approach, in fact, is based on techniques and on impersonal ways of doing things, which when not understood in their ultimate

significance, result in behavior by rote. The rote person becomes dull and dis- courage. The administrative organization loses its zip and its spontaneity.

2.2 Public Administration as a Social Science and its relation with other social sciences.

All social sciences are like "Petals of flower" and are bound together by a thread of unity. Public administration, being one of the social sciences, is closely related to other social sciences viz. Political science, history, economics, sociology, psychology, law etc. Therefore, student who wishes to study public administration should have some knowledge of other social science and its relationship with them.

Public administration and political science:

Both political science and public administration have close relationship with each other. In the beginning public administration was studied as part of political science. Political science is the study of state and government, whereas public administration is government in action. Being the study of state and government political science provides fundamental frame work within which public administration functions. The political environment of a nation shapes largely the nature and activities of its administrative system. The volume of administrative activities is determined by the scope of government function, which is decided politically. Public administration works with and under the directions of political executive. Hence, Dimock rightly points that "an understanding of politics is the key to understanding of public administration". Thus, politics largely influences the administrative system of a country.

Likewise, the policies of state and government are greatly shaped by the administration. It is the administration which helps the government in the formulation of its policy. Without the assistance of the experienced administrators, it is not possible for the political executive (ministers) to frame the policy of the government. Not only the ministers but also the members of the legislature take the assistance and the advice of the administrators in solving the most critical problems public policy the function of formulating the great lines of foreign and domestic policies have fallen into the hands of bureaucrats, that is, administrators.

The administration provides necessary information required by the legislative and executive organs of government for the formulation public policies. Again, it is the administration which

executives the laws, policies, and decisions approved by the government in the country. Thus, public administration begins where politics ends.

Moreover, there are many common areas of study which provide linkage between political science and public administration. Public policy studies, constitutional law, administrative law, delegated legislation, local government are some such areas which are studied in both political science and public administration. Political science and public administration are like light and shade. One follows the other and each influences the other.

Public administration and History:

By public administration we mean governmental administration, while history is the record of past events and movements, their causes and inter relations. It also includes a study of public administration, its growth and organization.

Public administration is closely related to history. The relationship between the two may be explained as follows.

1. In the first place, history provides a ground work for public administration. It was an immense debt to history for the material it supplies and lessons it teaches. In other words, history is the vast store house of facts and the past experiences of mankind. It is from the past experiences and records that the present public administration obtains necessary guidance for the future of line of action. History narrates the administrator who faces similar problems, today or in future may receive guidance from history in solving them. The lessons of every age, every line written in the pages of history provide the search light for the present and future of public administration. For example, the administrative system of ancient Greek city states, Roman empire, the municipal administration of Maurya's, the rule of Akbar all these teach us as to how stable, unified and efficient administration could be created. Thus, history will be the real basis for the modification of the future administration.

Public administration also has influence on history. Any study of historical events of any period without understanding of the administrative systems that period drab and bone-dry. For example, the emergence of French revolution (1789) was partly due to the administrative system provided

during that time. Hence a study of historical events in France in the 18th century would be incomplete without studying the administrative system of that period.

Public Administration and Economics:

These have always been a close relationship between public administration and economics. Adam Smith's definition of economics as the art of managing the resources and the people and of government clearly brings out the closeness between the two social sciences.

Many areas of study covered in public administration are economic in nature. For example, public finance, planning, programming budgeting system (PPBS), economic planning, management of public enterprises and so on.

Most of the economic activities such as production and distribution of wealth are handled by the administration of the state. It implements economic policies formulated by the government. Modern administration also handles consumption of goods. The techniques of rationing and control are the examples of this. If the economic activity is free from the administrative control it leads to socially disastrous consequences.

In modern welfare state government intervenes in the economic affairs in the interest of socioeconomic justice. Participation of the state in the economic development is also extensive. This has led to the emergence of economic planning which has become a pillar of governments social economic policies. The formulation and implementation of government policies and plans are to be evaluated in terms of their economic consequences. Thus, economic planning brings public administration and economics closer. For the proper management of public enterprises, a new administrative device called public corporation and a new economic civil service have emerged. Their management requires knowledge of economics relating to pricing policy, marketing, sales, purchasing etc.Today public administration is dominated by economic problems like party, unemployment, inflation, depression etc. Therefore, today's administrators must have a full comprehension of the economic problems of the country.

Public Administration and Sociology:

Sociology is the study of society in its wider sense. It studies social order, social change, social conflicts, social problems, associations and institution, public administration has recently become closely associated with sociology.

Public administration exists in a social setting and the pattern of administration is determined by society. Sociology influences public administration in many ways

1. The administrative system is always influenced by social order. Public administration derives from sociology the information regarding the origin and development of laws of social control.

2. The administration takes into consideration the opinion and reaction of groups while executing the policies of the state. The successful execution of policies of the state depends upon the group reactions.

3. Sociology gives knowledge of the rise, function and behavior of the groups which is essential to public administration.

Thus, social environment affects the public administration intimately, especially in developing countries. The behavior of administrators in the third world countries is greatly influenced by such social forces as caste, community and tribe. They also account for the existence of the evil of nepotism in recruitment system which replaces merit. Again, corruption in public service causes red-tape in administration resulting is in efficiency. Scholars like F.W. Riggs argued that public administration in developing countries can be understood through an understanding of their social environment alone.

Likewise public administration also influences sociology. Public administration exists for society and is concerned with security of life, health, education etc. In modern state, administrative controls have replaced traditional social control exercised by families, caste and religious organizations.

Public administration acts as an instrument of social change, particularly in developing countries of Asia and Africa, through public administration. The governments of these countries have been trying to usher in an egalitarian society through the formulation of developing plans and policies.

It may be noted that wrong social values, customs and beliefs act as hindrance to progressive administrative measures. Therefore, an administrator should diagnose the society and prepare the ground for dispelling wrong values, beliefs, customs and traditions of the people. In other words, unless an administrator has a proper understanding of the socio-economic back ground of developing country, administration cannot be purposeful and yield positive results.

2.3 Public Administration as a Science and Technology

While nobody has ever disputed the claims of Public Administration of being an art; there is a controversy on the question whether there is also a science of Public Ad- ministration. Charles A. Beard remarks, the word science of administration has been used. There are many who object to the term. Not long ago one of the most distinguished British writers on government and politics ridiculed the idea. He said that there is no such thing as a science of administration, that trying to teach it is folly, and that the very notion of training anybody in it is ridiculous. Observing the heat of the eminent gentlemen on the subject, I let it drop....""

Any discipline which is involved in the study of social affairs gains respectability if it can be established as a 'science'. Natural scientists make such a claim exclusively for themselves, and deny to the social sciences the right to be known as 'Science'. Those who deal with physical sciences like Chemistry, Physics, Biology and others lay down certain laws and principles to be fulfilled by a science. The characteristics which they lay down can be found to a great extent in the physical sciences, but they will like to test the social sciences on the basis of the same fundamentals as they have for the physical sciences. Public Administration has to deal with the governmental organization and therefore falls in the category of social sciences. And on this ground the physical scientists and others of their way of thinking deny the claim of these studies to be sciences. J. Winer, Professor of Economics at Princeton University observes: "No one knows better than the occupants of the social science chairs that their discipline is so fallible and erratic that to persists in the term, scientific, is an open invitation to ridicule. "The Case against a Science of Public Administration'' Whether Public Administration is a 'science' or not, we have contradictory views on this issue. In order to arrive at a plausible conclusion, we should first try to know the meaning of a 'Science'. Now if by science is meant a conceptual scheme of things in which every particularity covered may be assigned a mathematical value and all particularities covered and in process may be exactly expressed in a differential equation, then administration is

not a science. In this sense only astro-physics may be called a science. An Italian writer Gaetano Mosca says "A science is the product of a system of observations made on a given order of phenomena, with special care to appropriate methods, and so coordinated as to raise them to the level of an indisputable truth not apprehensible by ordinary, superficial observation. We do not think that Public Administration in its present condition has as yet genuinely entered upon the scientific stage." Auguste Compte, the famous French scholar, fails to recognize the scientific character of administration and is not ready to call it a science on three grounds. He denied the claim of administration to be ranked as a science because:

(1) There is no consensus of opinion among experts as to its methods, principles and conclusions;

(2) it lacks continuity of a development; and

(3) it of prectionements which constitute a basis to recognize the scientific nature of Public Administration give the following arguments:

1. A science has a set of its own terms and their precise and standard definitions. The Public Administration has a set of its own terms like hierarchy, span on control, unity of command, decentralization, development administration, rule of law, authority, etc. But no term has a precise and standard definition of its own. As we shall see, different writers take different meanings of these terms that creates a lot of confusion.

2. The critics argue that the principles of Public Administration are not absolute and universal. It is absolute and universal equation of arithmetic that two and two make four but Public Administration does not have such absolute and universal principles. Besides, there is no consensus of opinion among experts as to its methods, principles and conclusions. For example, decentralization is essential for the success of modern state but the experts do not opine alike about it. It is not unanimously accepted that decentralization is a must for the success of modern governments.

3. Most of the statements of a scholar of Public Administration. are based on generalization. For example, it is a generalized statement that "the authority flows from top to bottom", "authority belongs to the job and stays with the job". Moreover, we make a comparative study in order to

strengthen out generalizations. But in doing so we pick up only those facts which substantiate or strengthen our impressions. The result is that our statements lack objectivity that is a necessary condition of a scientific investigation. Moreover, comparisons may not be accurate in their systematization.

4. It is generally agreed that like other natural sciences Public Administration does not strictly observe the relation of cause and effect. Therefore, it can safely be said that it is not necessary that the same conditions and circumstances will bring in the same results in different countries at the same time or at different times. For example, some years ago late Mrs. Indira Gandhi abolished democratic administration, imposition without rule under her personal direction without any reaction on the part of the people. Had this been done in England, there would have been a revolution.

5. It is generally argued that the scientific methods of observation and experimentation are not possibly applicable to Public Administration. These methods of observation and experimentation play a decisive role in natural and physical sciences. For ex- ample, we study in Chemistry that when we mix one portion of oxygen into two portions of Hydrogen, the result is the formation of water. This type of chemical formation takes place everywhere at every time and in every place and circumstance. But such type of experiments is not possible in Public Ad- ministration. Therefore, it becomes very difficult for an investigator in the field of administration to arrive at definite conclusions. This is the reason why an experiment in the field of administration that becomes successful in a country proves an utter failure in the other. For example, even within India, the experiment of Democratic decentralization could not prove equally successful in all the states. It proved more successful in some states like Maharashtra and Gujarat than in the others.

6. The next objection raised against the scientism of Public Administration is that the exactness and absoluteness of Physics and Chemistry are absent in Public Administration. For example, it is an absolute law of science that water falls from higher attitude to lower one and that it always maintains its level. Similarly, the law of gravity is a never changing law of science. It is always absolutely true that if anything is thrown high, it will fall on the ground. Another glaring example that proves the absoluteness of the law of science is that things spread in heat and shrink in cold. In Public Administration we fail to frame such laws as never have any always the same. For example, there is a great diversity of opinion about the exact limit of the 'Span of Control'.

Sir Ian Hamilton fixed the limit at 3 to 6; Urwick at 5 to 6 at higher levels and 8 to 12 at lower levels. Herbert Simon calls the so- called 'principles' of administration as 'proverbs' and 'myths'. These 'principles' of work division, unity of command and span of control have all been attacked as being ambiguous and as mere 'proverbs', each paired with a contradictory proverb.

7. Above all, there is the difficulty of experimentation. The conclusions of a scientist of administration cannot be put to experimentation. There are no instruments, no machines, no laboratories and the like so that the theories of a scholar may be subjected to thorough examination, and predictions may also be made therefrom. Keeping such limitations in their view, a good number of scholars have either hesitated in calling this subject as a science or frankly accepted the fact of its limitations. For instance, Morris R. Cohen expressed doubts about the scientific character of this discipline. Buckle said that "in the present state of knowledge, administration, far from being a science, is the most backward of all arts."

This trend continued even in the 20th century. In 1920 Lord Bryce endorsed: However widely and carefully the materials may be gathered, their character makes it impossible that administration should even become a science in the sense in which mechanics or Chemistry or Botany is science. In his Presidential address delivered at the American Political Science Association in 1926 Professor Charles A. Beard said that it was neither possible nor desirable that there is a science of administration.

Values which are so closely involved in administrative facts cannot be studied scientifically. How can Public Administration, then, be called a science? As Waldo observes, "Administrative study, as any 'social science' is concerned primarily with human being, a type of being characterized by thinking and valuing. Thinking implies creativeness, free will. Valuing implies morality, conceptions of right and wrong. It is submitted that the established techniques of science are inapplicable to thinking and valuing human beings. " Robert A. Dahl raised a controversy in the 'Public Administration Review' regarding the question: Whether Public Administration is a science? He observes: As long as the study of Public Administration is not comparative, claims for 'a science of Public Administration sound rather hollow." Generalizations derived from the operation of Public Administration in the environment of one nation state cannot be universalized and applied to Public Administration in a different environment. A principle may be applicable in a different framework. But its applicability can be

determined only after a study of that particular framework. There can be no truly universal generalizations about public administration without a profound study of varying national and social characteristics in impinging on Public Administration, to determine what aspects of administration, if any, are truly independent of the national and social setting. Are those discoverable principles of universal validity, or are all principles valid only in terms of a special environment?"

Dahl's article identified three major important problems in the evolution of the science of Public Administration. He concludes: "We are a long way from a science of Public Administration. No science of Public Administration is possible unless:

(1) the position of normative values is made clear;
(2) the nature of man in the field of Public Ad- ministration is better understood and his conduct is predictable;
(3) there is a body of comparative studies from which it may be possible to discover principle and generalities that transcend national boundaries and peculiar historical experience." The Case for Public Administration Being a Science

Today, a large number of scholars feel that scientific study of the 'facts' of Public Administration is possible and therefore to this extent Public Administration may be ac- corded the status of science. Before we decide whether there is a science of administration or not, it is necessary to understand the meaning of the term "science". "Science is an adopting the scientific methods of observation and experimentation. It claims to be called a science as there is constancy and uniformity in the tendencies of human nature with which it deals. In the end we can conclude that Public Administration is, no doubt, a science. But it is not a science in the sense in which other natural and physical sciences are. It is one of the social sciences dealing with the dynamic subject-matter of study.

CHECK YOUR PROGRESS

Self- Assessment Exercise:

1. Discuss the Philosophy of the discipline of Public Administration.
2. Explain in detail the relationship between Public Administration and Political Science.
3. Write a detail note on the relationship of Public Administration and Sociology.
4. Critically discuss the relationship between Public Administration and Economics.
5. Describe the relationship between Public Administration and Anthropology.
6. Explain the role and function of Public Administration as a Science and Technology.

Chapter 3

Organization –Principles and Problems

LEARNING OUTCOME: After going through this lesion, students will be able to-

- **Understand the meaning, origin, importance and types of Organization**
- **Know the Hierarchy, Span of control, Unity of Command, & Authority of Organization**
- **Grasp the Technical problems of Organizations**

3.1 Organization: Meaning, Origin, Importance and Types.

Organization is the framework. It facilitates proper utilization of men, material and money for the achievement of goals. When certain goals have to be achieved and when individuals have to come together and share the work and act

Organization has become an integral and important part of human life. According to Etzioni, "Without well run organizations, our standard of living, our level of culture and our democratic life could not be maintained. We are born in organizations, educated by organizations and most of us spend much of our time working for organizations." Andrew Carnegie observes: "Take away our factories. take away our trade, our avenues of transformation, our money. Leave us nothing but our organization, and in four years we shall have reestablished ourselves." The significance of organization lies in its usefulness and importance which may be stated as briefly as follows:

Significance of Organization

1. It provides a means by which human efforts are properly directed more and more to productive, effective and fruitful results.

2. It adds definiteness to the activities to be accomplished by allocating the duties and responsibilities to the individual members of with understanding over a period of time, an organization is formed. An organizational structure can be formal or informal. In- deed, formal

and informal organizations are not two different forms but are dimensions of the same organization.

3. The allocation of duties and responsibilities to the individual members prevents shirking of responsibilities and thus secures certainty and promptness in the accomplishment of the task.

4. It increases managerial efficiency and avoids delay, confusion and misunderstanding in the performance of the work.

5. The connecting link provided in an organization by assembling, integrating and coordinating all activities into a complete whole ensures necessary communication and instructions to move up, down and sideways without loss of time.

6. It secures optimum use of physical, mechanical and human efforts by placing proportionate importance to various activities, men and money.

7. It thus facilitates co-ordination of activities by welding together the structural.

Meaning of Organization

The term organization' refers to a mechanism which enables men to live together. In a static sense, an organization is a structure manned by group of individuals who are working together towards a common goal. It is the skeleton framework of an enterprise, just like the architectural plan of a building, designed to achieve its common goal. In a dynamic sense organization is a process of welding together a framework of positions which can be used as a management tool for the most effective pursuit of an enterprise. It is the process of determining, arranging, grouping and assigning the activities to be performed for the attainment of objectives.

The term organization is viewed differently by different authors depending upon the emphasis the author would like to lay upon. Some of the important definitions are:

Morstein Mara: "Organization is structure developed for carrying out the tasks entrusted to the chief executive and his ad- ministrative subordinates in the government."

Louis A. Allen "Organization is the process of identifying and grouping the work to be performed, defining and delegating responsibility and authority and establishing relationships for the purpose of enabling people to work most effectively together in accomplishing objectives."

Mooney and Railey: "Organization is the form of every human association for the attainment of a common purpose."

Pfiffner and Sherwood: "Organization is the pattern of ways in which large number of people, too many to have intimate face-to-face contact with all others, and engaged in a complexity of tasks, relate themselves to each other in the conscious, systematic establishment and accomplishment of mutually agreed purpose

Chester Barnard: "Organization is a system of consciously coordinated activities or forces of two or more persons."

Definitions of Organization

It is clear from these definitions that organization consists of structure, working arrangement between the people who work in the organization and the relationships be- tween them.

An organization is the rational coordination of the activities of a number of people for the achievement of some common explicit purpose or goal, through division of labor and function and through a hierarchy of authority and responsibility.

Thus, organizations

1. are purposeful, complex collectivities;

2. are characterized by secondary (or impersonal) relationships;

3. have specialized and limited goals;

4. are characterized by sustained cooperative activity;

5. are integrated within a larger social system;

6. provide services and products to their environment;

7. are dependent upon exchanges with their environment.

Elements of Organization

In the organization of a football team, the group will be influenced by how well the objectives are understood and supported by its members, a grocery store, a government bureau or department or an insurance company, there are five elements' objectives, specialization, hierarchy, co-ordination and authority.

1. Objectives: An organization may be defined as a group of persons who co-operate in the accomplishment of objectives upon which they are agreed. The performance is the process of defining and grouping the activities of the enterprise and establishing the authority relationships among them." Organizing process involves differentiation and integration of activities. Differentiation is the segmentation of structure into sub-systems while integration involves creating unity of effort among the various sub-systems.

2. Specialization: An organization distributes work so that workers may specialize.

3. Co-ordination An organization provides for co-ordination. The efforts of workers specializing in various tasks must be effectively interrelated.

4. Hierarchy: An organization is built about a hierarchy. There must be clearly established channels of command, communication and control. Workers and supervisors must clearly understand from whom they take orders and to whom they report.

5. Authority: An organization fixes authority, when men work together someone must have authority to give direction, to resolve differences among individuals working on related tasks.

Types of Organization

There are two types of organizations:

(1) Formal organization.

(2) Informal organization.

Formal organization

A formal organization, typically consists of a classical mechanistic hierarchical structure in which position, responsibility, authority, accountability and the lines of command are clearly defined and established. It is a system of well-defined jobs with a prescribed pattern of communication, co- ordination and delegation of authority. It is consciously brought into existence for predetermined objectives and is designed to enable the people in the organization to co- ordinate their efforts effectively in order to achieve those objectives. "organization", John M. Gaus wrote, "is the arrangement of personnel for facilitating the accomplishment of some agreed purpose through the allocation of functions and responsibilities. It is the relating of efforts and capacities of individuals and groups engaged upon a common task in such a way as to secure the desired objective with the least friction and the most satisfaction to those for whom the task is done and those engaged in the enterprise."

It refers to the organizational structure deliberately created by management for achieving the objectives of the enterprise. It is the organization as shown on the organization chart or as described by manuals and rules. It is an organization as it appears to the observers from outside. It is also called 'mechanical organization' or 'engineering organization'.

According to Chester Barnard, "Formal organization is a system of consciously coordinated activities of two or more persons toward a common objective.

The essence of formal organization is conscious common purpose and formal organization comes into existence when persons

(a) are able to communicate with each other;

(b) are willing to act; and

(c) share a purpose. In the words of Allen, "The formal organization is a system of well-defined jobs, each bearing a definite measure of authority, responsibility and ac- countability." It consists of those relation- ships that are relatively stable and change only slowly.

Thus, formal organization enables designing of an organization, identification of various levels for decision making, allocation of duties and responsibilities and ensuring smooth performance. Formal organization means the intentional structure of roles in a formally organized enterprise.

Characteristics of Formal organization

Some of the important characteristics of formal organizations are:

1. Formal Structure: It refers to the formal structure of well-defined jobs, each bearing a definite measure of authority, responsibility and accountability.

2. Legal Status It is backed by legal sanctions. The establishment of any organization at the government level requires the enactment by parliament or legislature. The law which enables the organization to come into existence also confers authority.

3. Division of Work: Division of work is the key feature of formal organization. This enables the organization to specialize in certain tasks or activities and realize the goals effectively.

4. Though they adopt to environmental conditions and change the structure and even objectives, they are generally created to last a long time.

5. Based on Rules and Regulations: Formal organizations function in accordance with well formulated rules and regulations. The employees working in formal organizations cannot act as per their likes and dislikes but should work within the framework of stipulated rules and regulations.

6. Centralization: Decision making is centralized at the top. It is assumed that the boss at the top knows everything.

7. Downward Communication: Communication is mostly downward between the superior and his subordinates in the form of commands.

In brief, the usual way of depicting a formal organization is by means of an organization chart. It is a snapshot of an organization at a particular point in time which shows the flow of authority, responsibility and communication among various departments which are located at different levels of the hierarchy.

Merits of Formal organization

Some of the benefits of formal organizational structure are:

1. Individuals will be selected on the basis of ability to perform expected tasks.

The informal organization, on the other hand, comes into existence due to social interactions and interpersonal relationships and exist outside the formal authority system, without any set rigid rules. Though unrecognized, it exists in the shadow of formal structure as a network of personal and social relations, which must be understood and respected by the management. The nature of informal organization was first systematically explored in the pioneering studies carried on by Elton Mayo and others at the Hawthorne plant of the Western Electric Company. It exists in government offices as well as in business.

2. The activities of the individuals and the groups will become more rational, stable and predictable.

3. An orderly hierarchy in which people are related in a meaningful sequence will result. Individual responsibilities will be known clearly and the authority to act would be defined.

4. Such an organization may make the treatment of the individual workers more democratic, because patronage and favoritism are reduced.

5. Directional and operational goals and procedures will be determined clearly and energies devoted to their achievement. Demerits of Formal organization

However, a formal organization is not free from certain drawbacks, such as:

1. Very often fixed relationships and lines of authority seem inflexible and difficult to adjust to meet changing needs.

2. Inter-personal communication may be slowed or stopped as a result of strict adherence to formal lines of communication.

3. Employees may become less willing to assume duties that are not formally a part of their original assignment.

4. Individual creativity and originality may be stifled by the rather rigid determination of duties and responsibilities.

Informal organization

Chester Barnard describes informal organizations as the aggregate of personal contacts and interactions and the associated groupings of people. Such organizations are indefinite, structureless and are a shapeless mass of varied densities. They are based not upon official authority, but upon personal and group ties.

The informal work groups are based upon socio-psychological support and realizing and depend upon members' interaction. communication, personal likings and disliking's and social contacts within as well as outside the organization. How powerful this organization is can be seen from the fact that Permanence Formal organizations are relatively permanent than others if one member is fired, sometimes all workers go on strike in support of that 'member' of the informal organization. The bonds are much stronger and it brings in a sense of belonging and togetherness. This togetherness can have a powerful influence on productivity and job satisfaction, since employees motivate each other and bear each-other's burden, by training those who are new and by looking up to old timers for guidance, advice and assistance.

Informal groups result due to personal bonds and social interaction among people who work together at the same place and may have similarities as well as differences in their nature and their outlook. These groups have their own structure, sometimes parallel to the formal structure, with its own leaders and followers, group goals, social roles and working patterns. It has its own unwritten rules and a code of conduct which every member implicitly accepts. For example, a person working in a group for a long time and having a good rapport with other members, may emerge as a leader due to his technical expertise and his seniority. For any problem within the group, either technical or social, the members will approach this leader rather than the formally assigned supervisor.

Advantages of Informal organization

Informal organization arises and per- sists because it yields certain advantages. These are as follows:

1. It gives to each member of the organization that human consideration which boosts his self-image and personality. With his small informal group, the member is somebody, though in the formal structure he is only one of 700 workers.

2. News travel quickly via informal organization. It is the clandestine transmitter and receiver of information before it is officially released.

3. Informal organization is a check on unlimited use of manager's authority and forces him to plan and act more carefully.

4. It gives the manager feedback about employees and their work experiences.

5. Informal organization provides sup- port to the formal structure. It blends with the formal organization to make a workable system for getting the work done.

6. Informal organization is a forum for socialization of new employees and for helping them to learn the work practices and rules.

According to Chester Barnard, "Informal organization brings cohesiveness to a formal organization, a feeling of belonging, of status, of self-respect and of gregarious satisfaction."

Barnard considers the following as the functions of informal organization, viz., communication, maintenance of cohesiveness through regulating the willingness to learn and the ability of the objective authority; and maintenance of the feeling of personal integrity, self-respect and independent choice.

Disadvantages of Informal organization

Informal organization may create difficulties in the smooth management of an enterprise in the following ways:

1. Conflicting Norms Informal organization upholds the individual and social goals of its members which often run counter to the goals and values of the formal organization. As a result, the efficiency of operations is reduced and talents of employees are sup- pressed.

2. Rumour: One undesirable characteristic of informal communication, called the 'grapevine'; which often carries rumours or false information which is detrimental to smooth functioning of the organization.

3. Power Politics: Informal organization is often riddled with factionalism and power politics. Members divert their energy and time from jobs to indulge in faction fighting and petty politics. The informal leader may manipulate the group towards selfish or un- desirable ends.

4. Resistance to Change Informal groups tend to perpetuate the status quo. They resist those management demands which are perceived by it as detracting from its culture or threatening the existing relationships among the members.

3.2 Principles of organization: Hierarchy, Span of control, Unity of Command, Authority, Power, Responsibility, Delegation, Supervision, Line, Staff and Auxiliary agencies

Hierarchy

Hierarchy was emphasized by all the classical thinkers like Weber, Fayol, Gulick, Urwick, Mooney and Reiley as an important principle of administration. Fayol referred to it as the 'scalar chain", while Mooney and Reiley called it the 'scalar process. Mooney stated that hierarchy is a universal phenomenon.

Meaning

The term 'Hierarchy is derived from the Greek term for a ruling body of priests organized into ranks. The word 'scalar' is derived from 'scale' which means 'ladder' with several steps.

Literally, the term "hierarchy" means the control of the higher over the lower. In administrative phraseology, it means an organization structured in a pyramidical fashion with successive steps interlinked with each other, from top to bottom.

Mooney has explained the scalar chain or scalar process in the following way: "The scalar principle is the same form in an organization that is sometimes called hierarchical. A scale means a series of steps, something graded. In an organization it means the grading of duties, not according to the different functions, but according to the degrees of authority and corresponding

responsibility. For our convenience we shall call this phenomenon of organization the scalar chain".

While highlighting the universality of the scalar chain in the organization, he (Mooney) asserted that "wherever we find an organization even of two people, related as superior and subordinate, we have the scalar principle. This chain constitutes the universal process of co-ordination, through which the supreme coordinating authority becomes effective throughout the entire structure". According to him, the scalar process has its own principle, process and effect. These are:

(i)   Leadership,

(ii)   Delegation, and

(iii)   Functional Definition.

The scalar system denotes that every employee is bound in a single chain of command. In the words of Stephen Robbins, "the chain of command is an unbroken line of authority that extends from the top of the organization to the lowest echelon and clarifies who reports to whom".

Definition

L.D. White: "Hierarchy consists of the universal application of the superior subordinate relationship through a number of levels of responsibility reaching from the top to the bottom of the structure."

Millet: "Hierarchy is a method, whereby, the efforts of many different individuals are geared together."

E.N, Gladden: Both in the simple unit organization and in the complex large-scale organization the process of division of labour means that the principle of hierarchy operates; that is to say the individuals are arranged in grades, those above supervising those below."

Earl Latham: "Hierarchy is an ordered structure of inferior and superior beings in an ascending scale". Max Weber: "The organization of offices follows the principle of hierarchy, that is, each lower office is under the control and supervision of a higher one." Robert Presthus: "Hierarchy is

a system of ranking positions along a descending scale from the top to the bottom of an organization."

Principles

Three principles are followed to organize functional units in a pyramidical form. They are:

(i) Principle of through proper channel, that is, all commands and communications should pass through a proper channel. No intermediate level can be skipped in transacting business.

(ii) Principle of correspondence', that is, authority and responsibility should be coequal and coterminous at all levels. It is believed that "authority without responsibility is dangerous and responsibility without authority is meaningless."

(iii) Principle of "unity of command", that is, a subordinate should receive orders from one superior only. The following diagram illustrates the principle of hierarchy in administration:

FIG.2.1 Principle of Hierarchy
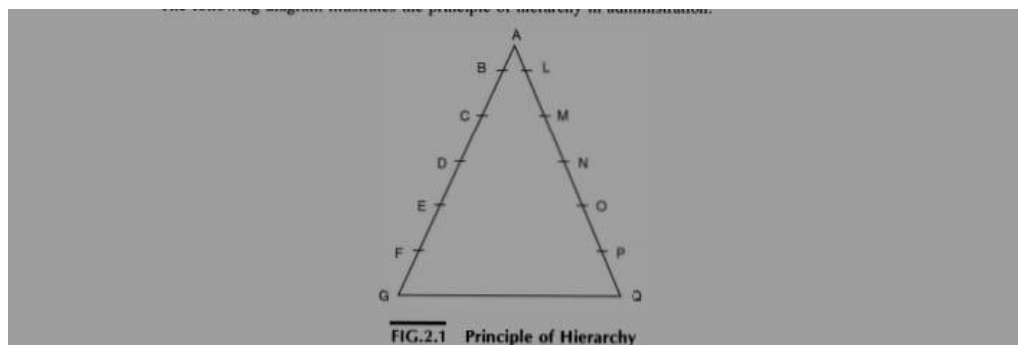
In the above diagram, A is the head of the organization. The immediate subordinate of A is B and the immediate subordinate of B is C. But C is also subordinate to A through B. This is true of all the other levels in the line, that is, D, E, F and G. Hence, orders flow from top to bottom, that is, from A to B. B to C, and so on, and communications flow from bottom to top, that is, from G to F, F to E, and so on. The same is true on the other side, that is, A to Q. The communication between G and Q takes place through A, that is, it ascends to A from G and descends from A to Q in a step-by-step manner. This is called communication "through proper channel. The line of authority (the chain of command or line of command) linking the entire organization is represented in the above diagram.

Advantages

The advantages of the principle of hierarchy are:

(i) It serves as an instrument of integration and coherence in the organization.

(ii) It acts as a channel of communication.

(iii) It enables to fix responsibility at each level.

iv) It avoids short circuiting by ensuring strict adherence to procedure.

(v) It prevents congestion of work at the top level.

(vi) It facilitates decentralization of decision-making.

(vii) It facilitates delegation of authority

(viii) It simplifies procedures for file movement.

(x) It helps in coordination by securing unity of purpose.

(x) It promotes discipline and order in the organization

According to Paul H. Appleby, hierarchy "is the means by which resources are apportioned, personnel selected and assigned, operations activated, reviewed and modified"

Disadvantages

The disadvantages of principle of hierarchy are:

(i) It causes inordinate delay in the disposal of work due to red tapism.

(ii) It discourages the initiative and drive of the lower-level personnel resulting in indecisiveness and inefficiency.

(iii) It is not conducive for the growth of dynamic human relations among members of the organization, as it brings too much rigidity in administration.

(iv) It makes the organization tall (overextended). Consequently, the personnel at the top lose touch with the personnel at lower levels.

(v) It creates superior-subordinate relationship due to differences at various levels in the following respects.
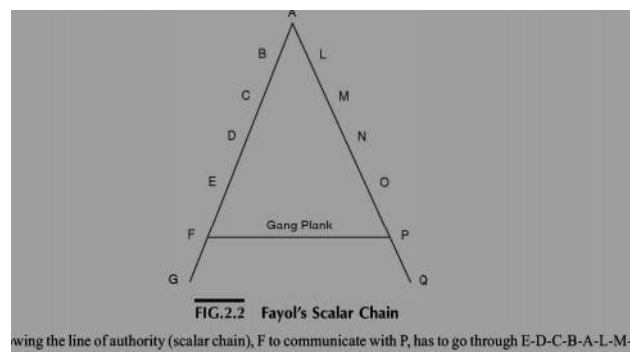
Distribution of authority and privileges

Nature of responsibilities Pay scales

Qualifications and qualities of the staff

Fayol's Gangplank

To speed up the flow of business and avoid delay in disposal of cases, Henry Fayol suggested an alternative route called 'gangplank. He illustrated it in the following way.

FIG.2.2 Fayol's Scalar Chain
wing the line of authority (scalar chain), F to communicate with P, has to go through E-D-C-B-A-L-M-

Following the line of authority (scalar chain), F to communicate with P, has to go through E-D-C-B-A-L-M- N-O and back again. On the other hand, it is much simpler and quicker to go directly from F to P by making use of FP as a "gang-plank', if the procedure is agreeable to higher officials, that is, E and O. Thus, the concept of gangplank stands for establishing a communication channel with an employee of the same level, that is, a horizontal communication system.

Fayol asserts, "It is an error to depart needlessly from the line of authority, but it is an even greater one to keep to it when detriment to the business ensues."

Similarly, Lyndall Lirwick observes, "Every organization must have its scalar chain just as every house must have its drain but it is unnecessary to use this channel frequently as the sole means of communication, as it is unnecessary to pass one's time in the drain."

Due to inherent defects in the hierarchical organizations, the modern administrative thinkers like Chris Argyris have suggested the matrix organization (also known as fan-like organization). This form of organization is free from the rigid superior-subordinate relationships. Finally, it should be noted here that John Pfiffner and Robert Presthus have studied the impact of computers (information technology) on the hierarchical pyramid of an organization.

Span of Control

Let us define the principle in the words of Nicholas Henry: "Span of control means that a manager can properly control only a limited number of subordinates, after a certain number is exceeded, communication of commands grows increasingly garbed and control becomes increasingly ineffective and loose". In other words, there is a limit to everything and in public administration an officer cannot control unlimited number of subordinates.

The concept was originally applied in military department and later on the members of scientific school- borrowing it from the military department-introduced it to public administration. Some administrationists believed that the management of an organization could remarkably be improved by increasing the number of subordinates. But subsequently it was found that the idea or process was wrong. The authority could increase the number of subordinates but that failed to make any impact upon the improvement of the organization.

After prolonged experimentation it was found that there was a limit to the span of control which means that an executive can never control the activities of unlimited employees. Peter Self argues, "The most specific of the principles of the "scientific" school was that the span of direct supervision should be limited". It has been suggested that a chief executive can control at most six subordinates and if more employees are put under his supervision that will lead to chaos or mismanagement. It has been maintained that even an officer with high degree of efficiency and large amount of administrative knowledge cannot control large number of workers. The concept, practically, wants to say this.

Meaning of Span of Control

The number of subordinates a supervisor can effectively supervise is called the span of control. There is no agreement among the writers on Public Administration about the exact limit of the span of control. Sir lan Hamilton on the basis of his military experience put the limit at 3 or 4 only. L. Urwick thinks that at the higher levels, no supervisor can supervise directly more than 5 or 6 subordinates whose work interlocks, but lower down, where the work is of a more simple and routine nature, the span of control varies from 8 to 12 Lord Haldane and Graham Wallance thought that a Chief executive could supervises 10 to 12 subordinates without being excessively burdened. Wallance after surveying the existing position in a number of countries, found that in the year 1937 the chief executive in Japan had 13 departments under him in Canada, Germany and Italy 14; in France 17; in Russia 19 or 20; in England 25; and USA about 60; and nowhere did the administration break down, in spite of the varying number supervised. So, neither administrative theory nor practice can lay down a definite number to constitute the span of control. There are certain general points of agreement about this problem. They are first the span of control does exist at each level of supervision and cannot be exceeded without the danger of the break down in the connection. L. Urwick quoting V.A. Graicunas points out that superior adds a six to five subordinates, the additional assistance he can obtain is only 23 per cent but the increase in the supervise may amount to over 100%. The reason is that what has to be supervised is not only the individual subordinates but also the number permutations and combinations of their mutual relationships. Thus it happens that while the number of individual subordinates is a crease by arithmetical progression, the consequent increase in the network of relationship is by geometrical progression. This can be mathematically demonstrated through Graicunas's theory.

Meaning of Unity of Command

Unity of Command stands for the mono command. It means no individual employee should be subject to the orders of more than one immediate superior. It implies the lines of authority in the organization should be clearly defined. Everyone should know his superior from whom he has to receive commands. The scholars of Public Administration favor the principle of unity of command.

Advantages of Unity of Command

The principle of unity of command is clearly visible in military command where Lieutenant receives orders from Captain, the Captain from the Major and so on. The greatest advantage of this principle is that there is no confusion in orders. It is said that diversity of commands may lead in the subordinates playing off one of the superiors against another or others. This may cause confusion in administration and lead to efficiency. Therefore, an individual employee should not be subject to the multiple sources of command.

Authority and Responsibility

In an organization, dividing work among people and coordinating their activities towards a common objective need to be done efficiently. Authority and responsibility are two of the most important components of a smooth-functioning business. In this article, we will talk about authority and responsibility in detail.

Meaning of Authority

Authority, in simple words, is the right way of commanding subordinates, issuing orders and instructions, and exacting obedience from the team. It is also the right of the manager to make decisions. Also, to act or not to act depends on how he perceives the objectives of the organization. Henri Fayol, who designed the administrative theory of 14 principles of management, defined authority as 'the right to give orders and exact obedience '. He also recognized that any official authority vested in the job was often ineffective. He further added that the presence of leadership qualities and traits like intelligence, experience, etc., usually, enhance authority. However, as an important key to the manager's job, authority is the power to command others and decide to act or refrain from acting to achieve the organization's goals. A manager needs authority. It makes his position real and gives him the power to order his subordinates and get them to comply. When there is a chain of superior-subordinate relations in an organization, it is the authority which binds and provides a basis for responsibility. James Mooney specified that coordination is the primary principle of an organization. Therefore, it must have its own principle and foundation in Authority or the supreme coordinating power. Coordination is the all-inclusive principle of organization, it must have its own principle and foundation in Authority or the supreme coordinating power. Always, in every form of

organization, this supreme coordinating authority must rest somewhere, else there would be no directive for any truly coordinated effort. Without authority, there will be no relations between subordinates and superiors and the organization will be in chaos.

Responsibility

Responsibility has different meanings in management. The most common description is the obligation on the manager to perform the task himself. The essence of responsibility is 'obligation'. Anyone who accepts a task must be held responsible for its performance too. In the context of hierarchical relations in an organization, responsibility is the obligation of a subordinate to perform the tasks assigned. Therefore, responsibility is relative to the person. Also, it emanates from the subordinate-superior relations in an organization. Hence, the manager can get the assigned duty done by his subordinate. He also needs to ensure a proper discharge of the duty. Therefore, in an organization, authority and responsibility move as follows – authority flows downwards, whereas responsibility is exacted upwards. Sometimes, informal leadership emerges in an organization. This can create problems in the clear definition of responsibilities of the subordinates. However, the responsibility towards the seniors does not change.

Delegation of Authority

Delegation means to entrust one's own power and responsibility to another person or group of persons who are lower in rank and power. In public administration a chief executive transfers his power or part of it to an employee who is in rank lower to him. In other words, an officer shifts a part of his power to a subordinate. Mooney calls the delegation a devolution of power and authority. Mooney's definition is stated in the following words. It means conferring of specified authority by a higher to a lower authority: An executive transfers some power to his subordinates. The purpose of delegation is to ensure better management. This transfer of power is also called the devolution of power.

There are three types of delegation —one is downward, the second is upward, and the third is sideward. A person of higher authority transfers some of his power to his subordinate person. This is a very common picture of any organization. The upward delegation takes place when stockholders delegate powers to the board of directors. In African tribal areas, tribal chiefs and central authorities exchange power among themselves. The term delegation is sometimes

misunderstood. It never means it is a permanent arrangement. That is, powers are not delegated permanently. One critic has said: delegation of authority means more than simply assigning duties to others in more or less detail. The essence of delegation is to confer discretion upon others, to use their judgement in meeting specific problem within the framework of their duties. The concept of delegation has a practical aspect—when an executive is unable to bear the burden of work, he delegates a portion to others. Though delegation is an important principle, it cannot be adopted indiscriminately.

Meaning of Delegation of Authority

Mooney has defined delegation of authority as conferring of specified authority by a higher authority to a lower authority. It means the delegation of authority is the devolution of authority by a superior person to his subordinate, subject to his supervision and control.

Kinds of Delegation of Authority

Delegation of authority may be of three kinds. They are Full or Partial, Conditional or Unconditional and Formal or Informal. When a complete power of a superior officer is delegated to immediate subordinate, we call it as full delegation of authority. When a superior officer delegates part of his authority to the immediate subordinate, we call it as partial delegations' authority. The delegation of authority is called conditional delegation of authority, when the action of subordinate is subject confirmation and revisions by the supervisor. The delegation authority is said to be unconditional, when the immediate subordinate is free to act without reservations. When a supervisor delegates his authority to the mediate subordinate, in written rules or orders, it is called formal delegation of authority. When a supervisor delegates his authority to the immediate subordinate, based on customs, conventions as understanding, we call it is informal delegation of authority.

Supervision

Supervision means to "oversee or superintend". It has been defined as the authoritative direction and superintending the work of others. However, some writers feel that this is too authoritarian a definition of supervision. Supervision is something more than the use of authority; it has educative aspect too. The different aspects of supervision have been explained by Margaret

Williamson in a graphic story. Some new group workers were asked what came to their mind when they heard the term 'supervision'?

Phases of Supervision

There are three phases of supervision. They are substantive or technical, institutional, and personal. A supervisor must know the technique and the 'know-how' of his work because he has to plan the work, assign duties to others and set standards of performance. A supervisor has to run the agency or unit under his charge according to the established rules and procedures and within the framework of policy. He should ensure that the work is well done and on time. He has the responsibility to see that all employees are regular and punctual in their duties and that there is proper conservation of equipment and supplies. Authority alone cannot get work out of others; hence, it is the job of the supervisor to create interest and enthusiasm among the workers. Real authority must flow from within. As Miss Follett has put it "Authority should arise within the unifying process. As every living process is subject to its own authority evolved by, or involved in, the process itself, so social control is generated by the process itself or rather, the activity or self-creating coherence is the controlling authority." So that such an authority may arise from within an organization, a supervisor must be humane, sympathetic, considerate and master of the art of human relations. Authority alone cannot get work out of others; hence, it is the job of the supervisor to create interest and enthusiasm among the workers. Real authority must flow from within. As Miss Follett has put it "Authority should arise within the unifying process. As every living process is subject to its own authority evolved by, or involved in, the process itself, so social control is generated by the process itself Or rather, the activity or self-creating coherence is the controlling authority." So that such an authority may arise from within an organization, a supervisor must be humane, sympathetic, considerate and master of the art of human relations.

Line and Staff Units of Administration

An important administrative principle popular in public administration is Line and Staff. Some public administrationists call it a "Defective hierarchy". In any organization, it is said, there are generally two types of employees-one type is called line and the other is called staff. Every enterprise or organization has certain goals and it is the function of the members of the line to translate the goals into reality. On the other hand, the members of the staff agency help, in all possible ways, the members of the line to achieve the objective. For example, in the construction

of a bridge, both line and staff are involved in the construction work. The line members are directly engaged in the construction of the bridge. But the line members alone cannot complete the construction work if they are not assisted by other members or employees or workers. These employees are known as staff. Their function is to supply materials, assist the line members in their work. Hence both the line and staff employees are crucial in the attainment of goal. White maintains: "They (line) are the central elements of any administrative system" From the observation of White it is quite clear that line employees are very important for the management of any organization. But equally important are staff members. As to the origin of the principle it may be observed that the line and staff concept was originally introduced in military services. Peter Self says that originally the public administration was plagued by many problems and in order to solve them some public administrationists borrowed this principle from military services and then applied it to general public administration. Peter Self writes: "They generally have used this notion of staff in a restricted sense. The staff's function is to assist the chief executive by providing information, formulating possible courses of actions, coordinating decisions and reporting on results" Gulick calls these functions of staff agency as "Knowing, Thinking and Planning". Regarding line and staff Peter Self says: "The ruling idea was that the actual decision-making is the exclusive responsibility of the chief executive, and of the line operators who work under his control, and that staff assistants exercise no power beyond the influence of their ideas upon the chief himself. In this way the model of a hierarchy pyramid can be faithfully respected". In the opinion of L.D. White, "A staff is an agency advisory to the high-ranking official, but without operating responsibilities". In other words, the staff members are simply the assistants of the chief executive. They are very crucial for the management of the organization, but, unfortunately, they hold no responsibility.

3.3 Some technical problems of Organizations.

An effective service organisation is made up of people who are basically all pointing in the same direction – that is, they are in agreement about the reason for the organisation to exist, and what they would like to see the organisation achieve. If there are very basic disagreements about such matters, it is likely that the organisation will not be effective, and will spend its time arguing and posturing (self- importance).Therefore those involved need to be open and clear about the purpose of the organisation, and about the ways that it intends to work. It is then very important

to make sure that all those involved are "on board" – that is, in agreement about these fundamental aspects of the organisation. This may seem very simple (if not over-simple) but these aspects are the foundations of any organisation that wants to achieve something. You ignore them at your peril (risk, danger).

Some problems appear in organisations of all kinds. Here is a sample:

1. Higher level officials or administrators are unconfident and/or over-committed.
2. Managers or supervisors face the same difficulties.
3. The organisation's ideals do not match its day to day reality.
4. Meetings are badly planned, badly run and/or badly recorded.
5. Decision-making and organisational structures are not clear.
6. Unpaid staff and volunteers have lack of clear job descriptions and responsibilities.
7. It is not clear how to deal with unsatisfactory work performance or behaviour.
8. The organisation's haphazard administrative systems hinder rather than help its effective operation.
9. Financial administration or control procedures are inadequate.
10. Unwillingness to address any of these problems, or inadequate procedures to tackle them.
11. The organisation does not take a stand on matters of principle, values and ethics.

CHECK YOUR PROGRESS

Self- Assessment Exercise:

1. Define Organization. Explain its types.
2. "An organization has to be created for carrying out the activities or tasks of an enterprise". Do you agree? Analyze your opinion.
3. Describe the principles of Organization.
4. State some technical problems of Organisations.

Chapter 4

Theories of Public Administration

LEARNING OUTCOME: After going through this lesion, students will be able to-

- **Understand the Classical Theory of Henry Fayol, Gullick and Urwick**
- **Understand the Bureaucratic Theory of Max Weber, Scientific Management Theory of F.W. Taylor**
- **Know the Human Relations Theory of Elton Mayo**

4.1 Classical Theory of Henry Fayol, Gullick and Urwick

Principle of management is quite an area put into consideration in running a business. It refers to a broad and general guideline that provides a blueprint for decision-making in an organization. It could be used to decide staffs who are to be promoted in an organization, based on the managers discretion, one manager could consider seniority, while another may for the principle of merit. Management principles deal with human behavior and are implemented productively based on the situation at hand. Human behavior is ever changing and so also is technology, organizational structure, business strategies, etc. and all of which affects the operations of a business. Hence, it is eminent all the principles are kept abreast with these changes.

All organizations require management to succeed. It is the judicious use of means to accomplish an end (Stroh, Northcraft, & Neale, 2002). Management is the process of achieving goals and objectives effectively and efficiently through people. It involves designing and maintaining an environment in which individuals work together in groups. F.W. Taylor viewed Management as the art of knowing what you want to do and seeing that they are done in the best and cheapest way. Fayol (1916) "To manage is to forecast and plan, to organize, to command, to coordinate and to control".

A startup business is referred to as a newly developed company, which aims at meeting the needs of a targeted market by providing innovative products and/or services. A startup likewise other existing business is a company, it most times comes as a small business, sometimes a partnership

or an organization which is established to develop fast. It is a company working to provide solutions to a problem of which the solution is not clear and their success not guaranteed (Blumenthal, 2014). They are different from older existing businesses mainly because they are designed for fast growth. This means they have something to offer to a very large market. To startup a business, a large market is not always needed. All you need is a reasonable market size that can be captured with the product or service offered and the ability to reach the market and serve all of those within your market. To grow rapidly, you need to make something you can sell to a very big market.

Most startups these days are technology oriented. Online businesses are one which can easily reach a large market in a short period of time because they crisscross time and space. These days, online business is rapidly growing, people can reach your product or services regardless of the location and time. That said, not all technology companies have a very large market.

The importance of management being a factor that determines an organizational success is one which has long been studied, therefore it cannot be over-emphasized (Robinson, 2005). Several reputable scholars of management including likes of F. W. Taylor, Max Weber, Elton Mayo, and Henri Fayol whose principle is based on in this study have dedicated their time in experimenting several theories toward a successful management process. They are today regarded as the forerunners of management scholarship. Their results of experiments carried out led to the theories of several management principles. However, one of the most popular among the several management principles postulated is the Henri Fayol's „14 principles of management" (Witzel, 2003) Henri Fayol was nicknamed the father of modern management due to the popularity and wide adoption of his management principles (Witzel, 2003; Wren, Bedeian, & Breeze, 2002). In 1916 Henri Fayol published the „14 principles of management". Management researchers over the years opine that these principles advocated by Fayol is what transformed to the present-day management and administration. It is believed that every organization today one way or the other implement the Fayol's principles of management.

This paper therefore, looks to critically analyze the application of the Fayol's 14 principles of management highlighting their implications to a startup business.

Henri Fayol's 14 Principles Division of work

This is the first principle postulated by Henry Fayol. It states that staff perform better at work when they are assigned jobs according to their specialization. Hence, division of work to smaller elements turns out to be dominant. Specialization is important as staff perform specific tasks not only at a single time but as a routine duty also (Uzuegbu&Nnadozie, 2015).

It is applicable to organizations that have many employees as well as those that have few. The principle states that work should be divided amongst people that are capable of doing the job and not be overloaded to a concentrated few. This principle also denotes that, work should not be diluted by giving the same work to too many people. It helps ensure proper utilization of labor, keeps them focused, and industrious.

Fayol, argued that efficiency and effectiveness can be achieved if one staff member is doing one thing at a time and another doing a different thing. In startups, there exist divisions of work. However, as observed in various startups analyzed, Work is divided into departments ranging from the finance department where all financial transactions are carried out and they keep record of the financial statements to be able to predict the financial position of the organization, and as the principle predicts, not all people in the department will carry out the same job, someone can be assigned to carry out bank duties, another prepare vouchers, while others could be in charge of disbursements. It is the job of the Head of Departments to allocate jobs to employees in that department based on specialization. Also in the organizations, they have the administration department of which majority classifies as both admin and Human resource. In this department, they have staff that major in employee welfare, filing of documents allocate jobs as directed by the top management. then there is the marketing & sales department where skilled labor is employed to market and promote sales of the company product. Being that they are startups, most of them depend mostly on the marketing department as this department determines most customer base they get and how far their product can go into the market. finally, it was observed that they have the IT departments. In contemporary companies, I.T. (Information Technology) department is considered vital, as they handle most of the operations that deal with the internet, they also save data and information of the organization's stakeholders, their jobs are considered pivotal and requires skilled people to carry out. Fayol however was indeed correct in this principle in the sense that all jobs cannot be done together by all staff at the same time, there is need for division of labor to exercise specialization. This observation can however be backed by

the suggestion of (Uzuegbu&Nnadozie, 2015) that the number of jobs executed for a day can be more meaningful when divided amongst staff in various departments than when every staff member is clustered for each of the job elements, one after another. Therefore, permanent duties are assigned to staff and they make daily reports on their performance.

The principle of Authority

This refers to the right to issue commands, along with which must be a balanced responsibility for its function. This principle suggests that there is a need for managers to have authority in order to command subordinates so they can perform their jobs while being responsible for their actions. (Pathak, 2015), sees it as the power to give orders and get it obeyed or in other words it is the power to take decisions. The principle is both formal and informal of which is most recommended for managers. The formality being the responsibilities, this is the expectation of the organization for the manager, whereas the informality being the authority, refers to the manager's autonomy to command, direct, and ensure that he performs his responsibilities successfully. (Pathak, 2015) also suggest that both Authority and responsibility must go hand in hand. Meaning, proper authority should be delegated to meet the responsibilities. Fayol suggests that, only few people show have the power and responsibility to give orders. One of the common errors of large companies is that management encompasses too many people, thereby giving rise to conflict. When few selected people have the power to vote, the authority is carried down the chain and the process gets implemented. With such authority comes responsibility. Fayol believed that since a manager must be responsible for his duties, he should as well have authority backing him up to accomplish his duties. This is vital for organizational success.

As observed in studied startups, the case is similar. Heads of departments are responsible for the affairs of their departments and however have the authority to oversee operations in their departments. In the case of subordinates, it was observed that each employee has the prerogative to make decision all dependent on the severity of the decision. However, certain decisions must be made by the heads of departments and if the classified information goes beyond the portfolio of the head of the department, then the general manager steps in. this in turn allows for smooth operations. Its fortunate that most departmental heads in the startups do not become so arrogant and vain with their status, level of authority and they also deem it necessary to sometimes interact and relate with their staff. As a result, it develops a good and productive working

environment. This argument can be approved by Blackburn and Rosen (1993) that successful organizations apply participatory management and staff empowerment against the authority and responsibility principle. It was observed that with this style, managers are more of coordinators rather than dictators. Hence, Startup businesses may not need an autocratic type of management but preferably a participatory. Such will bring about ideas, innovation, freedom of expression from junior staff, which research has shown to have positive contributions to the growth and success of an organizations (Blackburn & Rosen, 1993).

Principle of Discipline

This principle promotes clearly-defined rules and regulations intended to achieve good employee discipline and obedience. It is often a part of the core values of an organization in form of good conduct, respectful interactions, proper dress code, etc. This principle is essential and seen as the engine oil to make an organization run smoothly. It goes without saying that management is responsible for the way discipline is maintained in an organization. This discipline upon promotion, saturates down the line, to the end of the employee chain as well. Fayol observed the natural human tendencies to lawlessness and perceived the level of organizational disorder which could erupt if employees are not strictly guided by rules, norms, and regulations from management. (NCERT, 2015) depicted that discipline requires good superiors at all levels, clear and fair agreements and judicious application of penalties. This is true and has all along resulted in staff control in organizations.

In studied startups, it was observed that there are sanctions and penalties for negative actions portrayed by employees and they are made to appear before a disciplinary committee pending the degree of default and such committee is set up by the Human Resource to investigate the issue and there are strategies to enforce such which include; deduction of salaries, suspension, termination of appointment.

Unity of Command

Fayol believes that subordinates/employees should have only one boss. If an employee gets orders from two superiors at the same time, then the principle of unity of command is breached. It simply puts that; employees should receive orders from and report directly to one boss only.

Fayol found this principle to be very important. "He felt that if it were violated, then authority is dented, discipline is in peril, directive disturbed and stability threatened".

A peek into predominant situations in most organizations these days where work is done in groups and teams, it simply suggests that each group will have a coordinator or supervisor whom orders are gotten from. And, this coordinator is not the sole or overall manager (Uzuegbu & Nnadozie, 2015). Their study argued that this principle is rigid and needs modification, especially in consonance with current realities in many organizations and felt "Fayol was not explicit to show if it means that only one person can give orders or whether two or more persons can give instructions/directives to employees but not at the same time".

Looking at some establishments, staff belonging to a team would likely take orders from numerous coordinators or supervisors at a time for example, the head of Admin can give instructions to a finance staff. Thus, it is not unusual for a staff member to receive instructions from superiors outside his/her immediate units/sections or departments (Nwachukwu, 1988).

Looking at prevalent situations in many startups, work is done in groups and teams, as depicted by (Uzuegbu & Nnadozie, 2015), it means that each team will have a supervisor who gives orders. It was also observed that in most startups, there is unity of command because most of this organizations have a small but reasonable employee base and they tend to work with each other with members of top management involve themselves in the operational aspect of the organization.

Unity of Direction

Everyone in an organization should have one direction, move toward the same objectives through coordinated and focused efforts (NCERT,2015). Each group of activities having the same objective must have one head and one plan. This principle ensures unity of action and coordination. It proposes that there should be only one plan, one objective, and one head for each of the plans. Organizations run on established objectives (Drucker, 1954). But this should not be conflicted with departments that seemingly have their specific objectives. Fayol observed that an organization will naturally have central objectives which need to be followed and as well departmental and unit goals which also need to be reached in order to meet the unified objective.

Subordination of Individual Interests to Organization's Interests

This principle simply states that a staff interest must not supersede that of the organization. This means, there is a need for employees to sacrifice their personal interests for the organization's good. In other words, if any staff goes against the objectives of the organizations and fails to establish a positive civic virtue of the organization, such staff should not be tolerated. (Uzuegbu&Nnadozie, 2015) claimed that this is one hard way of pursuing organizational or corporate success. They also argued that the principle has ran obsolete due to so many reasons. Backing this argument was Mayor (1933) and McGregor (1960) who proved that employees work better when they are valued and given a reasonable sense of belonging.

In present startup organizations, it is observed that most employees tend to be after their personal interest over that of the organization and they tend to use it as a stepping stone to a better and bigger organization, it was also observed that besides the fact that they put their interests first they still are productive at their job.

Remuneration

Fayol insists that there is nothing like a perfect system, employees always have a motivator when involved in work, wages is one vital motivator. Fayol suggests that, the significant process of remuneration paid to employees should be fair, reasonable, satisfactory to both employer & employees, and rewarding their efforts (Mtengenzo, 2009).

Remuneration should be deserved and determined on basis of job role of employee, financial state of organization, cost of living, etc. as this reduces tension at work place, increase productivity, reduce conflict and differences amongst staff and promote a synergized working environment. Fayol further added that benefits such as free education, rent allowance, medical allowances, and other fringe benefits, be added to an employee's package as this boost's motivation at work.

According to (Uzuegbu&Nnadozie, 2015) A supervisor should receive more pay than an operational staff. Therefore, by virtue of article of association and level of responsibilities supervisors appointed by management is supposed to earn more than the subordinates. Justas it is

in the startups analyzed, they confirm that they give their staff reasonable remuneration which depicts the organizations standard and likewise the management.

Centralization and Decentralization:

This refers to the amount of control lying with people in an organization. It is the concentration of decision-making authority in an organization (Bhasin, 2016). Centralization is when there are few selected people in control of making decisions in an organization, especially when the concentration of control of an organization is under a single authority, this occurs mostly in large organizations. On the other hand, Decentralization is when there is larger amount of people with decision making authority in the organization. It is when decision-making authority is distributed throughout a larger group, mostly in smaller businesses.

Most large companies always have several Strategic Business Units which in a way form some sought of decentralization. Therefore, there is a need to strike a balance between centralization and decentralization because these SBU‟s are given their own decision-making power (Bhasin, 2016). Similarly, with small businesses and startups, authority is shared in a decentralized manner to enable them get work done faster. However, choosing the best decision-making method is best decided on the business the organization is into.

In startups used for the purpose of this study, it was observed that they tend to strike a balance between both as there is need for employees to make decisions. It is noticed that in contemporary management, employees‟ initiative tends to be encouraged. In the studied startups, they have employees make decision all dependent on the severity of the decision. However, certain decisions made have to be from the top management and heads of departments.

Scalar Chain

This is known as the formal lines of authority from highest to lowest ranks. (NCERT, 2015). It is a hierarchy principle which is essential to initiate unity of direction. The principle emphasizes on communication means in an organization being vertical, therefore insisting that there should be one single uninterrupted chain of authority existing in the organizations. According to Fayol, "Organizations should have a chain of authority and communication that runs from top to bottom and should be followed by managers and the subordinates". Scalar chain depicts there should be

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a clear line of authority in an organization so that when one sees the need to "Escalate things" then you know the line of authority (Bhasin, 2016). When faced with emergencies or in catastrophic situations, one should know the right line of authority to handle such situations.

Source: Retrieved from NCERT (2015). *Principles of Management.*
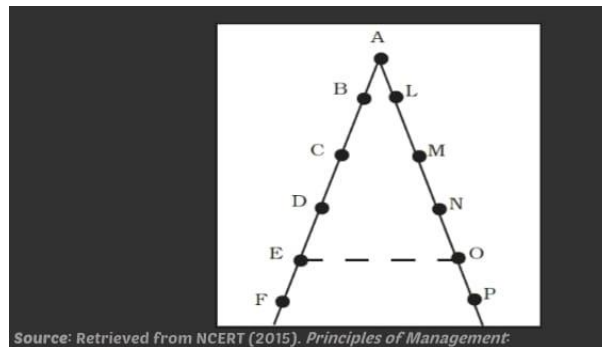
Considering a situation where in an organization, there exists one head/boss „A" who has two lines of authority under her/ him. One involves B-C-D- E-F making up Line 1. Line 2 of authority under „A" includes L- M-N-O-P. In the diagram presented below, it shows that both lines have employees in two units or departments, but with same level of authority. If „E" has to communicate with „O" who shares the same level of authority, he/she has to pass through the other routes being D-C-B-A-L-M-N-O. This is due to the principle of scalar chain being followed in this situation. It was observed in the startups that the vertical arrangement of communication and organizational structure is conventional, and employees of the organization have direct communication with their boss's boss which in a way does go against the scalar principle.

Order:

This does not mean, there is a boss sitting at the top in the order of command and dishing orders to people on what to do or not to do. It simply means, things in the organization should be done in an orderly manner, so therefore, if work is not done in an orderly manner in an organization, there will be chaos. According to Fayol, "People and materials must be in suitable places at appropriate time for maximum efficiency." This principle however states that every material in an organization should be put in its right position in the organization and the right job be assigned to the right employee (Rodrigues, 2001).

The maintenance of order is an important principle in Henri fayol"s14 principles of management. If an organization maintains a policy of providing in every aspect of the organization everything needed to carry out the job in the right manner, there will be no interruption in the events of their business and it will promote increased productivity and efficiency.

Whichever the case maybe, in startups mostly those studied, they try to maintain a code of conduct. It was observed that they prefer work being done according to a pre-set schedule, they try to represent the books of account in an orderly manner, showing the cash flows, every transaction carried out by staff of the organization, financial positions, etc.

Equity

The principle of equality should be followed and applied at every level of management. Thus, there should not be any form of discrimination as regards status, sex, religion, etc. (Okpara, 2016). Fairness can be said to be in similar context with Equity. According to (Mtegenzo, 2009), Equity means combination of fairness, kindness & justice towards employees. It simply means for commitment and loyalty to be expected from employees, they should be treated fairly and similarly to people of their level of position and authority, most importantly, their managers should be less impartial.

Fayol was of the opinion that managers should be fair to their staff but at times exhibiting power and harshness might come in handy for the sake of equity. (Bhasin, 2016) argued that, the most common complaint of employees in organizations is that another employee was preferred over them in the case of promotion or better remuneration. He however stated that a fair organization is one that maintains equity amongst everyone.

In startup organizations as observed, they have the drive to be successful organizations, so therefore they develop the habit of accommodating staff, making them feel at home, bolster communication links, maintain a more democratic style of management, share staff feelings, and identify with staff personal/family challenges. This helps evade partiality, promote an employee when right, motivate and encourage employees who are weak and vulnerable. The study of (Ohadinma&Uwaoma, 2000) also insists that it further distributes equal and fair treatment amongst staff, train employees and mentor them on how well to go about the job, build an

unbiased system and attitude toward employees, reward and punish employees based on their productivity, commitment, attitude toward civic virtue, etc.

Stability of tenure

These principles linked with long tenure of personnel in the organization. It depicts the need to employ the right staff and train on the job with anticipation to retain them for a long period of time. This principle has been posited one of the critical principles Fayol suggested. Fayol said that an organization stands a better chance to grow faster if its employees are stable. For example, most large companies take employee turnover very seriously. They employ various measures to ensure that they retain their employees especially when such employee is said to be indispensable.

This principle is established based on the belief that a staff with a secured long-term tenure will use his experience and knowledge gotten from working in the organization to initiate innovation, productivity, help with the organizations growth and further increase the organizations profit base. However, it can be debated to be considered an old-fashioned way of approaching management. Management in the modern day suggests recruiting ready-made employees with experience and the right qualifications. As a matter of fact, Modern day firms are not keen on recruiting staff they invest so much in training before they understand how work is supposed to be done in the organization. As suggested by (Uzuegbu&Nnadozie, 2015), "this is the era of recruiting the best qualified staff, because, they believe from the beginning, they will make work very easy and productive and afterwards get trained to improve on what they already know how to do. This therefore becomes a problem for startup organization because many staff just see working in a startup as a stepping stone to a better workplace. Most employees seeing working for startups are either people on Industrial Training (IT) or graduates who got rejected from a recruitment pool because of lack of work experience whichever the case may be. This however provokes them to pick up a job in a startup looking to grow and can do with any staff so far, they are employable and able to carry out the assigned task and as soon as they get the required working experience needed by a larger organization, while on the job, they plan to leave. It has become a culture for many workers to always job hunt for better jobs while on a current job. They believe in having several opportunities, and also, they believe that new and better jobs can offer improved pay, job satisfaction, promotions, job security, societal recognition, etc.

It was observed that in startups, they have little or no motive to whatsoever to retain staff in the organization because likewise the larger firms, they most times do not have necessary finance to train such staff or the fear of losing such staff after so much spent in training them. Most times, members of startups that are involved in training, higher pay, etc. are those in the managerial level.

But this is not healthy for startup businesses. Staff generally should be developed on the job, engage them in training sessions, conferences and workshops, mentoring, and based on development and performance get increase in pay, etc. this will help the organization develop employees faster and by so doing developing the organization which can help keep the employee longer because they feel they are a vital part of the growth of the business and are driven by the purpose of the firm.

Initiative

It is stated under this principle that management should provide from time-to-time creative ideas, skills and more convenient methods to carry out tasks in the organization. For this principle to be successfully executed in a startup, it entails Managers being creative to initiate new ideas and also implement them, give room for employees to contribute to the innovation and productivity of the organization.

This principle was directly relating to Managers in organizations but in the Contemporary age, staff have in turn become the idea-house and bedrock of organizations. It however has been observed in Western countries that group problem-solving systems are patronized against dependence on top level management as the problem-solving point (Magjuka, 1991 & 1992). Management should therefore encourage employee's initiative. It is practiced in modern day organizations especially those rendering services, they urge employees to apply their initiatives in rendering quality services to their customers. However, there are always processes, procedures and policies in place to guide the employees to ensure successful implementation and prevent abuse of the privilege (Okpara, 2015).

It is however observed by (Robinson, 2005) that managers of these days seem to be less initiative as they are often preoccupied with so many other related and unrelated commitments. It is advisable to startup firms especially to the management to encourage and empower employees

and give them the level authority required to initiate and implement new ideas. Take for instance Google, Apple and Facebook, these are some of the companies that have implemented this principle. At google, developers and engineers are given their own time and leisure to work out innovative ways that can be developed as products for google itself. Same goes for Facebook and apple as well. As the employees are encouraged to be initiative, the innovation level of these companies is high.

As suggested by Fayol, a good company should always have an employee suggestion system whereby tangible initiative/ suggestion should be rewarded.

Esprit de Corps

This principle emphasizes on team work and team spirit. For an organization to achieve the best result, there should be a unified and effective integration and coordination of both individual and group effort. However, unity is the strength of this principle. According to Merriam Webster, espirit de corps is the common spirit existing in the members of a group and inspiring enthusiasm, devotion, and strong regard for the honor of the group. William et al. (2005) sees esprit de corps as the level to which employees obliged to common goal and to one another in the organization. Also added by (Homburg et al., 2002) "esprit de corps is valued asset among organizational members who do not have formal authority over each other". Espirit de Corps is the intensity and depth of feelings which brings job and fosters support amongst members of a group (Boyt, et. al. 2005).

Fayol suggested that for an organization to be successful, there should be team spirit amongst employees of the organization of which all of them must consider themselves as members of the organizations further maintaining high morale and unity amongst themselves. (Pathak, 2014) insisted that the principle is based on two theories "Unity is strength" and "Unity of staff is the foundation of success in any organization". Thus, the principle states that both the staff and management should work together to accomplish the objectives. (William, wee-Lim & Cesar, 2005) further contributed that, Esprit de corps is the key for success in the organization. While (Homburg, Workman &Jensen, 2002) contemplates on it being a valuable asset for team members as well as an organization. (Boyt et al. 2001) further suggested that an increased team spirit in an organization will yield better employee performance.

It was observed in the studied startup businesses that they promote this principle very well in their organizations and make it a vital part to their success, they make it a culture to mark birthdays of staffs, and use that as an opportunity to connect with one another, in terms of business operations, they form committees to handle certain parts, involve every member in one decisional role or the other, throw in challenges on weekly bases to task every member of the organization and make them work together.

Espirit de Corps however applies to startups. It promotes staff unity and co-operation. However, it does not completely eliminate the chances of conflict and disagreement amongst some staff members but it will be at a minimal as it is human to experience disagreements amongst oneself. In this case, strategies must be applied to ensure such conflicts and disagreements amongst staff don't affect common goals of the organization. According to Fayol (1949), management should promote teamwork especially in large organizations otherwise it will be difficult to achieve organizational goals. It could also lead to loss of coordination. He also suggests managers to replace „I" with „We" in conversations with workers to foster team spirit as this gives rise to a spirit of mutual trust and belongingness among team members.

Conclusion

Having analyzed the „14 principles of management" as proposed by Henri Fayol. It can be brazenly said that they are needed in Startup organizations as they are being applied in others. It can also be argued that due to occurrence of diverse managerial styles, some of this principle have been subject to alteration and redefining, but with the aim of making them better and more effective to organizations upon application. All organizations tend to have something similar amongst themselves in some way, which is management practice. it doesn't matter whether profit is made or not, the size of the organization or industry they belong. What makes them differ, is the approach toward managing such organization. A startup organization is not any different from other organizations and therefore, the need for the application of the 14 principles in their managerial practice is paramount. This paper however, has presented an application of each of Fayol's 14 principles and its consequences of which certain recommendations have been further suggested in order to further improve managerial practices in startup.

4.2 Bureaucratic Theory of Max Weber, Scientific Management Theory of F.W. Taylor

In the classical approach to administration, Weberian model of bureaucracy finds a central place. Max Weber is the first thinker who has systematically studied the bureaucracy. He has provided a theoretical framework and basis for understanding bureaucracy. Max Weber's analysis influenced many modern writers on bureaucracy. Weber, apart from bureaucracy, wrote on various aspects of the society ranging from history, religion to legitimacy and domination. Weber was founder of modern sociology and a greatest scholar among the pioneers of administrative thought. He was one of the towering thinkers of the twentieth century. The Weberian ideal type bureaucracy continues to be the dominant paradigm in the public administration.

Max Weber: His Life and Writings

Max Weber (1864-1920) was born in western Germany. He studied law at the university of Heidelberg. He joined University of Berlin as an instructor in law. He wrote a number of papers on law, and social, political and economic factors prevalent during that time. His major writings were, 'The Theory of Economic and Social Organizations', 'General Economic History', 'Protestant Ethic and Spirit of Capitalism' (1904). He studied law and economics and he became a specialist in the interpretation of religious doctrines and he was a notable biblical scholar. He had a thorough grasp of ancient Roman administration, medieval trading companies and the modern stock exchange. He became a specialist in comparative history of urban institutions. He also made a special study of social and psychological conditions of productivity in a West German textile mill. He studied methodology of social studies.

Weber always preferred knowledge obtained through practical experience than library research. His writings reflect the social conditions of Germany of his time. He saw the decline of liberalism and threat to individual in the bureaucratization of the society. Unification of Germany under Bismarck and elimination of liberal middle class movement convinced Weber that the great goal could be achieved through power policies.

Weber's Bureaucracy: The Context

Scientific management and theory of bureaucracy mark the first major developments in the theory of organization. These theories were responding to the needs of industrial organizations. Theory of bureaucracy was needed to bring the efficiency in its functioning. As stated by Weber 'no special proof is necessary to show that military discipline is ideal model for the modern capitalist factory. (Clegg and Dunkerley, p.75). The example of most developed form of organization, bureaucracy, the theory of which Weber found, is developed from the Prussian military forces, and which enterprises such as the British Railway Companies actually found in the ranks of the British Army, was to become the specific form of management of big business. Weber felt that emergence of modern bureaucratic organization is 'demanded', he further says 'a peculiarity of modern culture', and specific of its technical and economic basis, demands the very 'calculability of results' (Clegg and Dunkerley,). More specifically 'today it is primarily the capitalist market economy which demands the official business of the administration be discharged precisely, unambiguously, continuously, and with as much speed as possible' (Clegg and Dunkerley,) Bureaucratization offers above all, optimum possibility for carrying through the principle of specializing administration functioning according to purely objective considerations. (Clegg and Dunkerley,).

Above lines show that the Weber's theory of bureaucracy was a response to the demands of industrial capitalist economy, which required an efficient administration. While Taylor attempted to rationalize functions of modern factory, Weber made an attempt at the rationalization of bureaucratic structures. Both of them emphasized on control and discipline in the working of organizations.

Theory of Bureaucracy

Bureaucracy was discussed prior to Weber's writings. The invention of word bureaucracy belongs to Vincent de Gourney, a French economist in 1745. He took the conventional term 'bureau' meaning writing-table and office, and added to it the word derived from the Greek suffix for the 'rule', in order to signify bureaucracy as the rule of officials. It rapidly became a standard and accepted term in the conventions of political discourse. (Clegg and Dunkerley). By the end of 19th century, the term was widely held to have been of German origin. J.S. Mill, an

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eminent political scientist included bureaucracy in his series of analysis. Karl Marx also discussed about bureaucracy at certain places. According to Marx, bureaucracy like a state itself is an instrument by which the dominant class exercise its domination over the other social classes. (Mohit Bhattacharya, p.52). Hegel conceived the governing bureaucracy of public administration as a bridge between the state and the civil society.

Bureaucracy as an institution existed in China even in the period of 186 B.C, public offices were in existence and persons for those offices were recruited through competitive examinations even then. (Prasad et. al. p.79).

The above discussion shows that there existed a bureaucracy much earlier to Weberian writings and also there were attempts to understand the bureaucracy by different writings. But the Weber is considered to be the first person to attempt at the systematic understanding of the bureaucracy.

Max Weber On Authority

Max Weber's concept of bureaucracy is closely related to his ideas on legitimacy of authority. He worked on theories of domination, leadership and legitimacy of authority. Weber differentiated authority, power and control. To him, a person could be said to poses power, if in a social relationship, his will could be enforced despite resistance. Such exercise of power becomes controlled. Authority manifests when a command of definite content elicits obedience on the part of specific individuals. For Weber, 'authority' was identical with 'authoritarian power of command' (Prasad, et.al.p.77). Authority is state of reality where a person willingly complies with legitimate commands or orders because he considers that a person by virtue of his position could issue orders to him. Unlike in 'power' there is willing obedience on the part of clientele to legitimize authority.

Components of Authority

Weber identified five essential components of authority. They are:

(1) an individual or a body of individuals who rule,

(2) an individual or a body of individuals who are ruled,

(3) the will of the rulers to influence conduct of the ruled,

(4) evidence of the influence of the rulers in terms of the objective degree of command, and

(5) direct or indirect evidence of that influence in terms of subjective acceptance with which the ruled obey the command.

Categories of People in Organisation

The authority exists as long as it is accepted as legitimate by the ruled. Thus, an administrator or organization can rule only when it has legitimacy. While explaining authority in various organizations, Weber concluded "all administration means dominance" (Prasad. et. al. p. 77). Weber categorized persons in the organizations in to four types:

(1) those who are accustomed to obey commands,

(2) those who are personally interested in seeing the existing domination continue,

(3) those who participate in that domination, and

(4) those who hold themselves in readiness for the exercise of functions.

Types of Authority

Since Weber believed that authority could be exercised as long as it is legitimate he divided the authority in to three types based on sources of legitimacy for each authority. Weber classified authority in to three 'pure' or 'ideal' types based on its claim to legitimacy. They are: (1) traditional authority, (2) charismatic authority and (3) legal-rational authority.

Traditional Authority

It rests on "an established belief in the sanctity of immemorial traditions and the legitimacy of the status of those exercising authority under them". (Bertram Gross, p.137). In this kind of authority, a command is obeyed because of the belief in age-old customs, traditions, conventions and beliefs. Those who exercised authority does so under the rules that have always existed, but may also exercise personal prerogative. This is a pure type of feudal, patrimonial regime under which the organization consists of household officials, relatives, and loyalists. Under this type, obedience is given not to the rules but to the rulers, not to the superiors, but to the chiefs. New rules are not enacted, they are "found". The only documents in the administration of law are the

"documents of tradition, namely precedents". Resistance, when it occurs is directed against the person of chief or a member of his staff. The accusation is that he has failed to observe traditional limits of his authority (quoted from Weber by Bertram Gross, p.138).

Under the traditional authority a person enjoy authority by virtue of their inherited status. The persons who obey orders are called 'followers. They carry out the commands out of personal loyalty to the ruler and pious regard for his time honored 'status'. The system retains legitimacy as long as the customs and traditions are respected in the organization.

Charismatic Authority

It "rests on devotion to the specific and exceptional sanctity, heroism, or exemplary character of an individual person and of the normative patterns or order revealed or ordained by him" (D.S. Pugh, p.15). The term charisma (gift of grace) is taken from the vocabulary of early Christianity. Here it is applied supernatural, super human or extraordinary qualities of a leader. Among the holders of charisma are the sorcerer, the prophet or the warrior of chieftain or the personal head of a party and demagogue. (Bertram Gross, p.138). In this type of authority obedience was justified because the person giving order had some sacred or outstanding character. The leader exercises authority based on his personal qualities rather than formal stipulations or prescribed norms. Those subject to the authority are "followers" of the leader, not "subject". The only basis of legitimacy is personal charisma. He can exercise his authority, so long as it is proved, that is so long as it receives recognition and is able to satisfy the followers.

Under this authority the leader selects his disciples or followers as his officials based on their personal devotion to him rather than their special qualifications or status. These 'disciple officials' constitute an organization and their sphere of activity and power of command depends upon likes and dislikes of the leader.

Legal-Rational Authority

It rests on "a belief in the legality of patterns of normative rules and the right of those elevated to authority under such rules to issue commands. Obedience is owed to the legally established impersonal order. It extends to the persons exercising the authority of office only by virtue of the formal legality of their commands, and only within the scope of the authority of the office".

(Bertram Gross, p.139). Manifestations of legal authority are found in organizations where rules are applied judicially and in accordance with ascertainable principles valid for all members in the organization. The members who exercise power under this authority are the superiors and are appointed or elected by legal procedures to maintain the legal orders. The organization is a continuous process and all its members are subject to certain rules. Weber considers the legal authority as the most rational form of authority.

Obedience to the authority depends upon certain related believes. They are:

(1) that a legal code can be established which can claim obedience from members of the organization; (2) that, the law is a system of abstract rules, these rules are applied to particular cases, and the administration looks after the interest of the organization within the limits of the law; (3) that the man exercising authority also obeys this impersonal order; (4) that only 'qua' member does the member obey the law; and (5) that obedience is done not to the person who holds the authority but to the impersonal order which has granted him this position.

Of all the three types of authority Weber considers the legal authority, not only the most rational authority, but also the most efficient form of authority. He considers bureaucracy as legal-rational type of authority.

Max Weber: The Concept of Bureaucracy

Weber never defined bureaucracy. He only described it as "an administrative body of appointed officials". He also described its characteristics. Bureaucracy includes explicitly appointed officials only leaving out the elected ones. Weber wrote a great deal about the place of the official in a modern society. For him, it has an increasingly important type of social role. As in the case of authority, Weber categorized bureaucracy in to

(1) patrimonial bureaucracy found in traditional and charismatic authorities and (2) legal-rational bureaucracy found only in the legal type of authority. Weber identified certain features of legal-rational bureaucracy.

Features of Legal-Rational Bureaucracy

The model of legal-rational bureaucracy described by Weber has the following features:

(1) Official business is conducted on a continuous, regulated basis,

(2) An administrative agency functions in accordance with stipulated rules and is characterized by three interrelated attributes; (a) the powers and functions of each official is defined in terms of impersonal criteria, (b) the official is given matching authority to carry out his responsibility and (c) the means of compulsion at his disposal are strictly limited and the conditions under which their employment is legitimate are clearly defined,

(3) Every official and every office is part of the hierarchy of authority. Higher officials or offices perform supervision and the lower officers and officials have the right to appeal,

(4) Officials do not own the resources necessary for rendering the duties, but they are accountable for use of official resources. Official business and private affairs, official revenue and private income are strictly separated,

(5) Offices cannot be appropriated by the incumbents as private property, and

(6) Administration is conducted on the basis of written documents. (Prasad. et. al. p.81)

Features of Officials

Weber also discussed in detail, as a part of his model of bureaucracy, the features of officials. They are:

(1) the staff members are personally free, observing only the impersonal duties of their offices,

(2) they are appointed to an official position on the basis of the contract,

(3) an official exercises authority delegated to him in accordance with impersonal rules, and his loyalty is expressed through faithful execution of his official duties,

(4) his appointment and job placements depend upon his professional qualifications,

(5) his administrative work is full time occupation,

(6) his work is rewarded by regular salary and by prospects of career advancement,

(7) there is a clear-cut hierarchy of officials, and

(8) he is subjected to a unified control and disciplinary system.

Max Weber: Elements of Bureaucracy

When we closely observe the above-mentioned features of bureaucracy we can identify certain important elements of Weberian model of bureaucracy. They are:

1.   Impersonal Order

2.   Rules

3.   Sphere of Competence

4.   Hierarchy

5.   Separation of Personal and Public Ends

6.   Written Documents

7.   Monocratic Type

Impersonal Order

Weber emphasized that the official should perform their duties in an impersonal manner. The subordinates should follow both in the issuance of command and their obedience impersonal order. According to Merton, "authority, the power of control which derives from an acknowledged status, inheres in the office, not in the particular person who performs the official role". (Prasad. et. al. p.82). It talks about the de-personalization of relationship in the organizations.

Rules

Rules are the basis for the functioning of the legal-rational authority. Officials are bound by the rules. The rules regulate the conduct of an office. Their rational application requires specialized training. In this regard Merton felt that adherence to rules originally conceived as a means, becomes an end in itself. Rules become more important than the goals of the organization.

Sphere of Competence

It involves a sphere of obligation to perform functions, which have been marked off as a part of a systematic division of labour. It also implies provision of the incumbent with the necessary authority to carry out the functions.

Hierarchy

According to Weber every office and every official is a part of a hierarchy. Under this system the lower office functions under the control of higher office. He attaches greater importance to the principle of hierarchy in the organization of office.

Separation of Personal and Public Ends

Weber pleads for separation of officials from their ownership of the means of administration. Officials cannot use his office position for personal ends. The office property is separated from personal property; at the same time the official is accountable for the use of office property.

Written Documents

Written documents are the heart of Weberian bureaucracy. All administrative acts, decisions and rules are recorded in writing. These documents make the administration accountable to the people and provide a ready reference for future action.

Monocratic Type

It means certain functions performed by bureaucracy cannot be performed by any other organization. They monopolize certain functions and only the authorized official can perform that function, makes them monocratic in nature.

For all types of authority, Weber wrote "the fact of the existence and continuing functioning of an administrative staff is vital. It is indeed, the existence of such activity which is usually meant by the term organization". (Bertram Gross, p.139). Weber considered pure or monocratic bureaucracy is the most rational form of administrative staff. He further felt that "it is superior to any other form in precision, in stability, in the stringency of discipline and in its reliability. It thus, makes possible a particularly high degree of calculability of results for the heads of organizations and for those acting in relation to it. It is finally superior both in intensive efficiency and in the scope of its operations, and is formally capable of applications to all kinds of administrative tasks". (Bertram Gross, p.139).

For bureaucratic administration is, other things being equal, always, from a formal technical point of view, the most rational type. According to Weber "for the needs of mass administration

today, it is (bureaucracy) completely indispensable. The choice is only that between bureaucracy and dilettantism in the field of administration". (Bertram Gross, p.140). Thus, Weber believed that rational bureaucracy is technically superior and capable of attaining high degree of efficiency.

Max Weber: Limits on Bureaucracy

Weber while emphasizing on the necessity of bureaucracy was aware of the fact that, the bureaucracy has inherent tendency of accumulation of power. The sources of this power could be seen in the special knowledge, which the official poses. In the course of his duties, he acquired a great deal of concrete information much of it artificially restricted by ideas of confidentiality and secrecy. Nevertheless, he was convinced that bureaucratization was inevitable and that bureaucrats gained power. Weber resisted any identification of bureaucracy with rule by officials.

In order to prevent the bureaucracy from acquiring powers Weber suggested certain mechanism for limiting the scope of systems of authority in general and bureaucracy in particular. These mechanisms fall in to five major categories. The categories are: (1) collegiality, (2) separation of powers, (3) amateur of administration, (4) direct democracy, and (5) representation. They are explained below:

Collegiality

In a monocratic bureaucracy, Weber meant that at each stage of the official hierarchy one person and one person only, had the responsibility for taking a decision. This makes the bureaucracy more powerful. To prevent this Weber suggested the principle of collegiality involving others in the decision-making process. Weber considered that collegiality would always have an important role to play in limiting bureaucracy. But it has disadvantages in terms of speed of decision and attribution of responsibility.

Separation of Powers

Separation of powers meant dividing responsibility and functions between two or more bodies. For any decision to emerge a compromise between them had to be reached. This will avoid

monopoly of decision by a single body or person. Weber regarded such a system as inherently unstable. One of the authorities was bound to have edge over the other.

Amateur Administration

Since there is possibility of professional administration become powerful, Weber suggested the involvement of amateur administration in certain activities. Such men have sufficient public esteem to command and general confidence. But this system could not measure up to the demands for expertise which modern society made, and where the professionals assisted amateur it is always the professional who dominated the scene.

Direct Democracy

To limit the power of bureaucracy Weber suggested direct democracy, where the officials were guided by and answerable to an assembly. Short term of office, permanent possibility of recall was designed to serve the purpose of direct democracy. But this system is possible only in small organizations and in local governments.

Representation

Another method of limiting bureaucracy is sharing of authority of bureaucracy with the elected representatives of the people. With this method it is possible to control the power of the bureaucracy. But here, there is a possibility of representatives being bureaucratized. However, Weber thought that through this medium there was a greater possibility of check on bureaucracy.

Through all the above means Weber wanted to limit the powers of the bureaucracy.

Max Weber's Bureaucracy: Criticism

The Weberian bureaucracy has attracted criticism from several corners. The criticism however revolves around the Weberian model, its rationality concept, administrative efficiency, formalism and the relevance of bureaucracy to the changing circumstances. Some of the very advantages of the bureaucracy claimed by Weber were turned against his own model.

Robert Merton and other sociologist have questioned the rationality of Weber's model saying that it results in certain dysfunctional consequences. Merton says that the structure of the bureaucracy especially its hierarchy and rules can easily result in consequences which are detrimental to the attainment of objectives of an organization. Merton emphasizes that the bureaucracy means inefficiency.

Phillip Selznick, pointing to the division of functions in an organization shows how sub-units setup goals of their own sometimes conflicting with the organization as a whole. Both Merton and Selznick have shown that the structure of formal organizations described by Weber is insufficient as a description of how bureaucrats behave clearly brought out this limitation of Weber's bureaucracy.

Talcott Parsons questioned the internal consistency of Weber's bureaucracy. Weber expected the administrative staff to be technically superior as well as poses the right to give orders. Parsons thinks that, this itself is not always possible to ensure that the higher-level authority will be matched by equivalent professional skills.

Alvin Gouldner and others have raised the problem of compliance with the rules by members of an organization not so much because of informal processes arising with in an administrative structure but to conditions outside the organization which orient the behavior of the members vis-à-vis the rules. This criticism highlights the influence of environmental factors on the behavior of the officials, which was neglected by Weberian model.

Bendix, the biographer of Weber argued against the belief that it is possible to adhere to a rule without the influence of the general social and political values. Rudolf questioned the very conception of Weber's model that administration was a rational machine and officials were mere technical functionaries.

Critics like Peter Blau questioned applicability of Weberian model to different places and times. Efficient administration is possible only when an individual is allowed to identify with the purpose of the organization and to adopt his behavior to the changing circumstances. Weber's bureaucracy and its assumptions about the human behaviour may not be valid in non-western environment. Joseph La Palombara believed that the developing societies may find Russian model of administration more effective than Weberian model.

Some scholars like H.C. Creel questioned the very idea that rational bureaucracy is a modern phenomenon. He pointed that almost all characteristics of Weberian model existed in China by 200 B.C. Simon and Barnard have proved that administrative efficiency would be reduced if we follow Weber's structural approach. It is possible to increase the efficiency in the organizations through informal relations than formal practices. Critics questioned Weber's claim of internal consistency of bureaucracy and its ability to attain maximum efficiency. Gouldner who tested Weber's ideal type empirically found that it has internal contradictions such as tensions between the claims of expertise and claims of obedience based on discipline. Simon and March who have included Weber in the classical thinkers like Gulick and Urwick felt that he too neglected the human behaviour in an organization. Maximum efficiency in the organization cannot be achieved by emphasizing on mere structure of bureaucracy without regard to its behaviour.

Weber was criticized for his neglect of power that a bureaucrat assumes. Phillip Selznick and others felt that a bureaucrat is increasingly pre-occupied with his own social position neglecting the very goals of the organization.

Weber's model is also not relevant in the context of development administration. Strict adherence to rules results in delay and inefficiency in the administration. Adherence to hierarchy leads to authoritarianism in the organization. Weber's insistence on records results in too much of formalism in the administration.

Max Weber's Bureaucracy: Relevance

In spite of criticism from the several scholars, the ideas of Weber on bureaucracy continue to be relevant to understand the present administrative system. So far, we have not been able to evolve an alternative model to Weber's bureaucracy. Weber is right in saying that when we are accustomed to the bureaucracy we cannot think of any other alternative. It is highly useful for managing large-scale organizations. His ideas on selection of officials based on qualifications, utility of written documents in administration, hierarchy etc., can be seen in any administration of the present day. The monocratic bureaucracy proposed by Weber is superior to all other forms of organizations in achieving the prescribed objectives. To overcome some of the problems of the bureaucracy, we can only bring reforms in it, but cannot replace it with any other organization. Whether it is capitalist society or a socialist society, irrespective of the nature of

economy, we find the bureaucracy playing a very important role. The people who talk about the de- bureaucratization of the society have not been able to find a viable alternative to the bureaucracy. Even in the present context of liberalization and privatization, which emphasizes on a minimalist state, cannot escape the necessity of bureaucracy to perform some of the functions of the state. We cannot think of the implementation of all the welfare and developmental programs without the help of bureaucracy. The voluntary organizations and other forms of people's organizations can only supplement the bureaucracy, but they cannot substitute the bureaucracy. In the context of developing countries, people look to the bureaucracy for their day-to-day requirements. Hence, the bureaucracy of Weberian type continues to find its relevance even today.

Conclusion

Weber can be considered as one of the eminent thinkers of twentieth century. Though he has written extensively on various subjects, his contribution to the theory of bureaucracy is highly valued. Today we can see it in practice in all the societies of the world. Weber being proved correct when he said that the societies once governed by the bureaucracy can never get rid of it. His ideas on authority, rationality of bureaucracy continues to be relevant for the present-day society. Most of the time, those who criticize the Weberian model are not actually criticizing Weber, but the present-day bureaucracy, which reflect the changes that are taking place in the contemporary period. Bureaucracy might need certain reforms to make it more relevant to the society.

4.3 Human Relation Theory of Elton Mayo

The classical approach focused mostly on the structural aspects of the organisation. It has not paid much attention on the human aspects of the organisation. Subsequently, a few scholars devoted their attention to the human aspects of the organisation, thereby contributing to the emergence of the human relations approach.

The classical organisation theory has focused attention on the physiological and mechanical aspects of organisational functioning. These variables were tested in the field to increase the efficiency of the organisation but to the surprise of the researchers the positive aspects of these variables could not evoke a positive response in work behaviour in contributing to the increase in

productivity. In this context, the researchers tried to find out the reasons for human behaviour at work. After the investigations they came to conclusion that the real cause of human behaviour was somewhat more than mere physiological and mechanical variables. Then they focused attention on the human beings in the organisation. This approach is referred to as the human view of organisation, or the human relations approach administrative theory.

The Human Relations Movement

The human relations movement emerged in the late 1930s as an outgrowth of scientific management. This movement came from number of sources: psychologists, sociologists and anthropologists who were critical of the narrow and limited concept of organisation held by the scholars who contributed to the classical theory. They were mainly against the de-humanisation of organisation and against treating human beings as cogs in the machine.

However, a major change in organisation theory came after the results of the Hawthorne experiments, conducted by Elton Mayo and others during the 1920s. It made two significant contributions in organisation and management. These are:

- It posed a challenge to the physical or engineering approach to motivation;
- The first real assault was made on the purely structural, hierarchical approach to the organisation.

Several socio-economic factors influenced the emergence of the theory and practice of human relations, such as: Economic depression, Capital intensive industry, Technological progress, Reaction to Taylorism, Class antagonisms.

1. Economic depression: The theory took shape in the twenties and thirties of 20th century when there was a general crisis in the capitalist countries. The unprecedented economic crisis of 1929-32. The problem became acute due to increased production as a result of mechanization which had increased mental strain. Employers found themselves compelled to focus their attention on the psychological or human factor in industry. The interest of the employees in their work began to determine the productivity levels to an increasing degree. Growing concentration and specialization of production demanded better coordination in the work of all sections of an enterprise. Researchers and

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executives established that the relations between members of production teams were important with regard to the attainment of this end.

2. Capital Intensive Industry: During this period, industry was becoming more capital intensive. A breakdown of equipment, strikes and high labour turnover used to cause the monopolies enormous losses. It is thus not surprising that the giants of monopoly capital started showing much more interest in ensuring that the workers showed a 'dedicated' attitude to their work and the interests of the company.

3. Technological Progress: Technological progress led to rise of the level of education and professional skills of workers. Consequently, the worker's sense of personal dignity had asserted itself and their material and cultural aspirations had changed beyond recognition. Thus, the workers started demanding more and more resolutely and insistently that they be treated as human beings.

4. Reaction to Taylor-ism: The human relations approach was also partly a reaction to the one-sided nature of the Taylor system which dominated the scene in the twenties and thirties. It was criticized as a design to intensify exploitation by raising productivity levels through improved organization of production and the maximum utilization of the worker's physical capacities. Taylor openly started that "each shop exists for the purpose of paying dividends to its owners". He regarded the worker as an appendage to the machine blindly carrying out a specific set of mechanical operations. Although the Taylor system did result in a certain rise in productivity of labour, eventually the system found itself at a dead end. In the thirties, apathy among the workers, depression tightened irritability and a complete loss of interest in work etc.; became widespread. These phenomena could not but arouse uneasiness among employer since they led to a drop in labour productivity, to absenteeism and high labour turnover. In addition, it led to a deterioration in relations between the workers on the one hand and the owners and the management on the other.

5. Class Antagonism: The worsening of class antagonisms and the resolute character of the Trade Union movement in the United States accelerated the introduction of the human relations approach.

A few critics stated that the interest of the monopolists can be explained largely by the growth of the labour movement and the expansion of the trade unions. The emergence and evolution of the

human relations approach must be viewed in the light of the correlation of the class forces in an international context. Here mention must be made of the influence of the October Revolution of the Soviet Union on the world. In order to retain their dominant position capitalists have found it more and more essential to evolve their own measures in answer to the challenge of socialism.

Elton Mayo and His Research Findings:

George Elton Mayo is considered as one of the pioneers of the human relations approach to organization. His main hypothesis is that relations between employers and employees should be humanistic, not mechanistic. Employees and workers deserve to be treated as individuals with dignity and self-respect rather than as factors of production or inter- changeable elements of the production system. He looked upon industrial organizations as psychosocial systems with primary emphasis on human resources, their behaviour and welfare, needs and satisfactions, interactions and co-operation. He focused his attention on the behaviour of the workers and their production capacity keeping in view physical, economic and psychological aspects. He called this approach a clinical method. He has published books and contributed a number of research articles.

In the late 1920s and early 1930s, the Harvard Business School, under the leadership of Elton Mayo and his associates, conducted research at the Hawthorne plant of the Western Electric Company. This research marked a landmark in organization theory. Described in detail in the landmark volume, 'Management and the Worker', Mayo's work research led to the first systematic conception of organizations as social systems, and destroyed some of the basic assumptions of the machine model. In all, four studies were undertaken Elton mayo in his studies concentrated on fatigue, accidents, production levels, rest periods, working conditions, etc., of industrial workers in factories.

His two among many important researches were: -

I. Research in textile mill near Philadelphia,

II. Research in Western electricity company, Chicago (Hawthorne studies)

I. Textile Mill, Philadelphia

Textile mill near Philadelphia was a model organization with all facilities to workers, was well organized. The employers were highly enlightened and humane.

The labour personnel faced problem in the mule-spinning department of the mill.

Issues were: -

1) Had to hire 250% more workers than the actual requirement. So, absenteeism among workers was the main issue.

2) Management also consulted efficiency engineers, several financial incentives were introduced, and numbers of schemes were launched, but they yielded no appreciable results.

Mayo was consulted to study the problem of multi-spinning Department of the mill.

Mayo's observations: -

He studied the problems intensely from various angles i.e., physical, social and psychological.

1. He found that almost every piecer working in the mule-spinning department, suffered from foot trouble for which they had no immediate remedy. This trouble developed since every piecer had to walk up and down a long alley, a distance of 30 yards or more, on either side of which the machine head was operating for spinning frames with cotton thread.

2. A single worker had to care 10 to 14 such machines due to which he felt miserable attending to the job.

3. Also found that workers were afraid of the company president because he was a Colonel in the US Army in France both before and during the First World War. So, workers would never protest.

Mayo's experiments: -

1. **Introduction of Rest Periods:** He introduced two rest periods of ten minutes each in the morning and again in the afternoon with every team of piercers.

Results: -

- The rest period scheme eliminated the problem of physical fatigue.
- Production increased
- Morale improved
- Labour turnover almost came to an end.

2. **Introduction Of 'Earn Bonus Scheme'**: He also introduced 'Earn Bonus Scheme'. Under this Scheme, if the workers were to produce more than a certain percentage, they would earn bonus. These two Schemes made the workers happy. But very soon, these new schemes faced problem as the supervisors were not under these two schemes so they never liked the workers

enjoying rest period. Therefore, they suggested that workers should 'earn' there rest periods. This New system was launched

Results: -

- Within a week the production fell.
- The workers became unhappy.
- The old symptoms started reappearing.

So, the company president looked into the problem. He discussed with Mayo and his research team, and ordered that: -

The spinning department should be shut down for ten minutes, four times a day and that all hands from the supervisors down to the workers should enjoy the rest period. Also, he gave the control of the rest period into the hands of workers.

Results: -

- Old problem disappeared.
- Production increased.
- The workers started earning bonus.

Conclusions From Textile Mill At Philadelphia

1. Spinning produces postural fatigue and induces absenteeism and passivity.

2. Rest periods relieve postural fatigue, and end absenteeism and passivity.

3. Rest periods are more effective when they are regular.

4. The life of the worker outside the mill has improved as workers become more interested in their families and become soberer.

5. Prevailing problem in the mill was not the result of working conditions but the result of emotional response of the workers to the work performed.

6. Monotony was not the problem but repetitive work done under conditions of isolation.

II. **Howthorne Studies**

Mayo's studies at the Western Electricity Company, Chicago is popularly known as Hawthorne Studies. It was a research programme of National Research Council of the National Academy of Science at the Hawthorne Plant of Western Electricity Company. In the early 20th century, it was realized that –

- There was a clear-cut cause and effect relationship between the physical work, environment, the well-being and productivity of the worker.
- Also, there was relationship between production and given condition of ventilation, temperature, lighting and other physical working conditions and wage incentives. ⌈SEP⌉
- It had been believed that – improper job design, fatigue and other conditions of work mainly block efficiency.

So, to establish the relationship between man and the structure of formal organization, Hawthorne Studies conducted. The studies were conducted in the following four phases.

A. Illumination Experiment (1924-27)

B. Relay Assembly Test Room Experiment (1927)

Illumination Experiment (1924-27)

It was done to determine the effect of different levels of illumination on workers' productivity.

In this experiment, two group of female workers were located in separate rooms, each group performing the same task. The rooms were equally illuminated with stabilized room temperature, humidity, etc.

Slowly the conditions of work were changed to mark change in production. After a period of one-and-a half year, it was concluded that – illumination doesn't affect productivity of workers.

Relay Assembly Test Room Experiment (1927)

This experiment was conducted to observe the effects of various changes in working conditions on the workers' output and morale. In this experiment a small homogeneous working group was constituted.

Several new elements were introduced in the work environment such as—shorter working hours, proper rest periods, improved physical conditions, friendly supervision, free social interaction among the group members, and so on.

During the period of the experiment, productivity and morale increased. Productivity and morale were maintained even if the improvements in the working conditions were withdrawn. The researchers concluded that socio- psychological factors such as the feelings of being important, recognition, participation, informal work group, non-directive supervision etc. held the key for higher productivity.

Features of Elton Mayo's Human Relation Theory:

The main features of the Human Relations Theory/Approach are the following:

(a) Since management/ organization is getting things done through and with people, a manager must have a basic understanding of human behaviour in all respects—particularly in the context of work groups and organizations.

(b) The managers must study the inter-personal relations among the people at work.

(c) Larger production and higher motivation can be achieved only through good human relation.

(d) The study of management must draw the concepts and principles of various behavioral sciences like Psychology and Sociology.

Criticisms of Mayo's Human Relation Theory

a) This theory lacks scientific base.

b) This theory is not based on actual behaviour of workers as they were influenced by their feelings of importance, attention and publicity they received in the research setting. Workers react positively and give their best when they know that they are being observed.

c) It is anti-union and pro-management. Mayo underestimated the role of Unions in a free society as well as never tried to integrate unions into his thinking.

d) This theory neglected the nature of work and instead focused on interpersonal relations.

e) It ignored the environmental factors of workers' attitudes and behaviour.

f) Evidence obtained from the experiments does not support any of the conclusions derived by Mayo and the researchers.

g) It lacks economic dimension.

h) It does not consider effects of 'conflicts' and 'tension' on the workers.

i) This theory gives much attention to informal relations among workers and between workers and supervisors, but little to the formal relationships with informal ones.

Conclusion

In spite of its shortcomings, Mayo's human relations approach marked a major turning point in the history of administrative theory and practice. According to Bertram M. Gross, Mayo made an attempt to understand the problem of the workers from an angle different from that of the traditional approach of the scientific management era. Indeed, it is regarded as a major development in the American administrative thought of the period, 1900-1939. It has a great deal of impact initially on business administration, but also in the administrative system of state, particularly in the case of bureaucracy. Mayo's findings have profoundly changed the nature of organization theory. His most important finding is to identify the roots of work satisfaction as non-economic and to connect it with the interest taken in a worker's performance. These findings reverse Taylor's emphasis on the incentive of monetary rewards and disprove the rigid Taylorist philosophy of self-interest of the worker.

The Hawthorne studies developed a more realistic model of human nature. As a consequence, human beings are recognised as social entities and an influential input into organisational performance. Human beings are regarded as key contributors to organisational efficiency, productivity, and to its goal attainment and hence they have a respectful place in the organisation. An important discovery of Mayo and his team is the concept of proper management- worker's communication, especially between the lower rungs of the organisation and the higher levels. Communication with the leaders of the informal groups is also considered equally important.

Both Taylorism and the Human Relations schools were a response to the changing needs and problems of an industrial society, albeit with different theoretical frameworks. Taylorism emerged during the heyday of the individual ethic, according to which the individual, acting intelligently in pursuit of his own self interest, would eventually contribute the most to the good of the group. This ethic has never been completely rejected, but with the human relationalists it coexists with a social ethic that "affirms the value of human collaboration and social solidarity". As William G. Scott notes, "The conditions existing in pre– 20th century America caused an ethic of individualism to make sense for management. Equally, the changing conditions in 20th century America created a climate in which the social ethic has progressively enlarged its role in management philosophy". Peter Drucker observed in 1973 that management practice did not reflect the key approaches of the human relations school led by Elton Mayo. But, to the extent to which it has been accepted and acted upon the human relations approach becomes an explicit central facet of organizational theory and behaviour.

CHECK YOUR PROGRESS

Self- Assessment Exercise:

1. Explain the contributions of Henry Fayol towards the growth of Classical Theory of Administrative Management.
2. Enumerate the Principles of Administration by Luther Gulick and Lyndall Urwick.
3. Explain critically the Theory of Bureaucracy by Max Weber.
5. Give a critical assessment of the Human Relations Theory by George Elton Mayo

Suggested Readings:-

Rumki Basu, Public Administration: Concepts and Theories (New Delhi: Sterling, 2008)

Dr. M.P. Sharma & Dr. B.L. Sadana, Public Administration in Theory and Practice (New Delhi: Kitab Mahal, 2012)

B. L. Fadia and Dr. Kuldeep Fadia,Public Administration: Administrative Theories and Concepts (Agra: Sahitya Bhawan Publication, 2008)

Dr. Vishnoo Bhagwan and Dr. Vidya Bhushan, Public Administration (New Delhi: S. Chands, 2009)

M. Laxmikanth, Public Administration (New delhi, Tata McGraw Hill Education Pvt. Ltd.)

Richard Joseph Stillman, Public Administration: Concept and Cases (New York: Cengage Learning, 2009)

Robert B. Benhardt, Public Administration (New York: Cengage Learning, 2008)

Herbert A. Simon, Public Administration, 4th Edition (New York: Transaction Publishers, 2010)

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

Attar Singh, Principles of Public Administration (New Delhi, Mohit Publications)

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