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**SELF-LEARNING
MATERIAL**



MA POLITICAL SCIENCE

MPS 102 - PUBLIC ADMINISTRATION : PRINCIPLES AND APPROACHES

w.e.f Academic Session: 2024-25



**CENTRE FOR DISTANCE AND ONLINE EDUCATION
UNIVERSITY OF SCIENCE & TECHNOLOGY MEGHALAYA**

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Techno City, 9th Mile, Baridua, Ri-Bhoi, Meghalaya, 793101

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Centre for Distance and Online Education

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ABOUT THE COURSE STRUCTURE:

This is the second paper for the M.A. in Political Science course (1st semester). As the title implies, it deals with the principles and approaches to study Public Administration. The course is designed and structured with the learners' needs in mind, particularly those who have somehow disconnected from traditional methods of learning but still hold an interest in continuing their education. To make the material learner-friendly, we've incorporated elements that mimic the traditional learning experience with an instructor. These include "sticky notes" on topics like the 'utility of learning' the topic, 'let's rewind' (for each topic), 'let's sum up' (for each chapter), and check your progress (followed by answers) to clarify concepts. Finally, at the end of each chapter, we've added model questions that can also be treated as assignments for the given chapters. Learners encountering any complexities or confusion can refer to the "let's rewind" notes for clarification. References from various sources are also included, and learners are encouraged to consult them to complete their assignments.

ABOUT THE CHAPTERS:

Chapter 1: Public Administration- Introduction to the Discipline:

Public administration is a dynamic field concerned with the implementation of government policies and programs. This chapter introduces the field of public administration, defining its core concepts. It explores the evolution of public administration as a distinct field of study and its role in the modern context.

Chapter 2: Public Administration as a Social Science and Its Relation with other Discipline:

This chapter examines the interdisciplinary nature of public administration, highlighting its connections to different social sciences. It explores how these disciplines contribute to understanding the complexities of public administration.

Chapter 3: Organization- Principles and Problems:

This chapter delves into the organizational structures and management practices within the public sector. It covers topics such as hierarchy, span of control, unity of command etc. Additionally, it explains technical problems of an organizational structure.

Chapter 4: Theories of Public Administration:

This chapter explores various theoretical perspectives on public administration. It examines classical, human relations, behavioral, systems, and contemporary theories, highlighting their key concepts and contributions to the field.

CHAPTER 1: PUBLIC ADMINISTRATION- INTRODUCING THE DISCIPLINE

CHAPTER STRUCTURE:

Learning Outcome

Utility of Learning the Subject

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

1.2 Public and Private Administration: Differences and Similarities.

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

Let's Sum Up

Further Reading

Answers to Check Your Progress

Model Questions/ Assignment

LEARNING OUTCOME

After going through this lesson, 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

UTILITY OF LEARNING THE DISCIPLINE:

Imagine a delicious potluck dinner. Everyone brings a dish, and together they create a fantastic feast. Public administration is like the recipe that keeps the potluck running smoothly. It ensures everyone has a chance to contribute, from planning the menu to setting the table. Studying public administration equips you with the skills to organize these services, not just be a guest. You learn how to manage resources, create programs, and make sure everyone has a seat at the table – building a stronger community together.

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.

LET’S REWIND:

Public administration is the art and science of making government work for the people. It's about translating policies into action, managing resources efficiently, and delivering

essential services to the public. Imagine it as the bridge between ideas and impact, ensuring government programs run smoothly and effectively.

CHECK YOUR PROGRESS

- As a discipline, public administration is comparatively new. True or False?
- “The art of administration is the direction, co-ordination and control of many persons to achieve some purpose or objective”- Who said this?

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 Koenig 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 brick 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.”

LET’S REWIND:

The nature of public administration can be understood through two main perspectives:

- a) **Integral view:** this view sees public administration as the entirety of government activities. From the top levels of policymaking to the everyday tasks of bureaucrats, all actions contribute to achieving public goals.
- b) **Managerial View:** This view focuses on the specific functions of management within government. It emphasizes tasks like planning, organizing, staffing, directing, and controlling resources to implement policies effectively.

Public administration is dynamic, adapting to changing needs and incorporating elements from various disciplines like law, economics, and sociology. It’s a crucial field that ensures government translates ideas into action for the benefit of the public.

CHECK YOUR PROGRESS:

- Public Administration acts as synonym to executive or the government. True or False?
- Name two supporters of the integral view of public administration.
- Name two supporters of the managerial view of public administration.

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, Coordinating, Reporting and 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 different 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, than 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 wind up 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.

LET'S REWIND:

Public administration is both the vast machinery of government in action (fixing roads,

running programs) and a dynamic academic field. The debate centers on its scope: POSDCoRB emphasizes general management functions, while the subject-matter view stresses specialized knowledge for specific areas. The ideal approach likely combines strong management skills with a deep understanding of the specific field, allowing administrators to effectively translate policy into action.

CHECK YOUR PROGRESS

- What does 'P' mean in the acronym POSDCORB?
- Name one supporter of POSDCORB view.

SIGNIFICANCE OF PUBLIC ADMINISTRATION

Public administration has emerged as a crucial field of study due to the increasing complexity of governance and the expanding role of the state in modern society.

Key reasons for the significance of public administration:

- **Delivery of public services:** Effective public administration is essential for providing essential services like healthcare, education, and infrastructure to citizens.
- **Economic development:** Governments play a crucial role in promoting economic growth and development, and public administration is instrumental in implementing policies and programs to achieve these goals.
- **Social welfare:** Public administration is involved in designing and implementing social welfare programs to address poverty, inequality, and other social issues.
- **Maintaining law and order:** Ensuring public safety and security is a core function of the state, and public administration plays a vital role in this process.
- **Policy implementation:** Public administrators translate political decisions into concrete actions, making public administration essential for good governance.
- **Accountability and transparency:** Public administration is accountable to the public and is expected to operate transparently, ensuring public trust and confidence in government.

In essence, public administration is indispensable for the functioning of modern states and the well-being of their citizens. It serves as a bridge between the government and the people, translating policies into action and delivering public services efficiently and effectively.

LET'S REWIND:

Public administration has become a crucial field due to the expanding role of government in modern society. It ensures efficient delivery of public services while considering the social impact of those services. This is particularly important in developing nations striving for rapid economic and social progress. The field's significance lies in its focus on practical solutions and its emphasis on understanding how government actions affect the lives of citizens. Therefore, public administration should be integrated into educational programs to foster informed and engaged citizens.

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:

Differences between Public and Private Administration:

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

- **Purpose:** Public administration aims to serve the public interest and promote the common good, while private administration is primarily profit-oriented.

- **Ownership:** Public administration is owned and controlled by the government, while private administration is owned by individuals or groups of individuals.
- **Accountability:** Public administration is accountable to the public through elected representatives, while private administration is accountable to shareholders or owners.
- **Legal Framework:** Public administration operates within a strict legal framework, adhering to laws, regulations, and constitutional provisions. Private administration has more flexibility in decision-making.
- **Service Orientation:** Public administration emphasizes service delivery to citizens, while private administration focuses on satisfying customer needs.
- **Financial Management:** Public administration relies on public funds and is subject to budgetary constraints, while private administration generates revenue through sales and profits.

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:

- Both public and business administration rely on common skills, techniques and procedures.

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

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.

LET’S REWIND:

Public administration and private administration occupy distinct spheres, yet exhibit interesting parallels. Public administration prioritizes state-defined objectives and public service delivery. It functions within a legal framework with an emphasis on public accountability. Its larger scale often grants it exclusive control over essential services. In contrast, private administration chases organizational profits and enjoys greater operational

flexibility.

While these distinctions are significant, there are also noteworthy similarities. Both sectors leverage similar management techniques and face growing legal regulations. Efficient service delivery and positive public relations are crucial for both. The divide between these domains is shrinking as governments outsource services and regulations become more stringent for private businesses. However, a fundamental difference remains: public administration's unwavering dedication to serving the public good sets it apart.

CHECK YOUR PROGRESS

- According to Paul H. Appleby public administration is different from private administration. The statement is true or false?
- Scholars like Henry Fayol, Mary P. Follet and L. Urwick do not make a distinction between public and private administration. True or false?

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 co-existed 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)

This phase marked the birth of public administration as a distinct field of study. Woodrow Wilson's seminal essay, "The Study of Administration," advocated for separating politics (policy-making) from administration (policy implementation). This dichotomy emphasized the need for a scientific and efficient approach to public management.

Stage 2: Principles of Administration (1927-1937)

Building upon the foundation laid by Wilson, this phase focused on identifying universal principles applicable to public administration. Scholars like Henri Fayol and Luther Gulick

formulated principles of management, aiming to enhance efficiency and effectiveness. However, this "principles" approach was later criticized for its rigid and mechanistic nature.

Stage 3: Era of Challenge (1938-1947)

The 'era of challenge' witnessed a critique of the previous stages, particularly the politics-administration dichotomy and the principles of administration. The human relations movement, pioneered by Elton Mayo, emphasized the importance of informal relationships and employee morale in organizational efficiency. Additionally, scholars like Herbert Simon questioned the universality of administrative principles, advocating for a more empirical and behavioral approach.

Stage 4: Crisis of Identity (1948-1970)

During this period, public administration faced an identity crisis as it struggled to define its boundaries and relationship with other disciplines. Some scholars gravitated towards political science, while others leaned towards management science. This phase also witnessed the emergence of various subfields, such as comparative public administration, development administration, and public policy.

Stage 5: Public Policy Perspective (1971 onwards)

This phase marked a shift towards a broader focus on public policy and its implementation. Public administration was recognized as being intertwined with politics, and scholars began to analyze the policy-making process and its impact on administrative behavior. This emphasis on public policy continues to shape the field of public administration today.

Public administration has evolved from a narrow focus on efficiency and management to a broader concern with policy, governance, and social impact. The discipline has been influenced by various theoretical perspectives, including classical management, human relations, behavioralism, and public policy. Public administration continues to adapt to the changing needs of society and the complexities of modern governance.

LET'S REWIND:

Public administration as a discipline has evolved through distinct stages. The early era (1887-1926) emphasized a clear division between politics, which set the direction, and administration, which carried out those decisions. This concept, championed by Woodrow Wilson, is known as the Politics-Administration Dichotomy. Following this came a period (1927-1937) focused on establishing universal principles for efficient management, drawing inspiration from scientific management ideas. Efficiency and rationality were the guiding lights of the Principles of Administration era. However, challenges like the Great Depression exposed the limitations of this one-size-fits-all approach. The Era of Challenges (1938-1947) highlighted the need for more adaptable methods. After World War II, public administration entered a period of self-discovery (1948-1970), a Crisis of Identity, as the rise of behavioral sciences challenged previous assumptions. The field grappled with its unique role in an increasingly complex world. Today's Public Policy Perspective (1971-present) emphasizes public administration's active role in policy analysis, implementation, and evaluation. Public administrators are now seen as key policy actors working within a broader framework. Recent trends like New Public Management even advocate for business-oriented approaches to improve service delivery. This is just a glimpse into the ongoing evolution of public administration, a field constantly adapting to meet the ever-changing needs of society.

CHECK YOUR PROGRESS

- Who is regarded as the father of Public Administration?
- The book Politics and Administration was written by whom?

LET'S SUM UP:

Public administration acts as the engine room of government, transforming policy ideas into tangible results. It bridges the gap between plans and action by efficiently managing resources and delivering essential services to the public. This critical field can be viewed through two lenses: the integral view considers all government activities, from policymaking to bureaucratic tasks, as contributing to public goals. Conversely, the managerial view focuses on specific management functions like planning, organizing, and resource allocation to ensure effective policy implementation. Public administration is a dynamic field that constantly adapts to evolving needs, incorporating knowledge from various disciplines like law, economics, and sociology. Its significance lies in its ability to ensure the government delivers on its promises to the public, making it especially crucial for developing nations striving for progress. Public administration shares some similarities with its private counterpart, such as utilizing similar management techniques and prioritizing efficient service delivery. However, a key distinction remains: public administration is unwavering in its dedication to serving the public good, operating within a legal framework with public accountability. Interestingly, the field itself has undergone a fascinating evolution. It began with a clear separation of politics

(policymaking) and administration (implementation). Today, public administration plays a central role in policy analysis, implementation, and evaluation. Public administrators are now seen as key policy actors working within a broader framework. Recent trends like New Public Management even advocate for business-oriented approaches to improve service delivery. This constant evolution is a testament to public administration's commitment to meeting the ever-changing needs of society.

FURTHER READING

- 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)

ANSWERS TO CHECK YOUR PROGRESS

- As a discipline, public administration is comparatively new. True or False?
 - The above statement is True.
- “The art of administration is the direction, co-ordination and control of many persons to achieve some purpose or objective”- Who said this?
 - L.D. White said this.
 - Public Administration acts as synonym to executive or the government. True or False?
 - True.
 - Name two supporters of the integral view of public administration.
 - Henri Fayol and L.D. White are the supporters of this integral view.
 - Name two supporters of the managerial view of public administration.
 - Luther Gullick and Herbert Simon are two supporters of the managerial view.
- What does ‘P’ mean in the acronym POSDCORB?
 - ‘P’ here stands for Planning.
- Name one supporter of POSDCORB view.

- Luther Gulick is one of the supporters of the POSDCORB view.
 - According to Paul H. Appleby public administration is different from private administration. The statement is true or false?
- True.
 - Scholars like Henry Fayol, Mary P. Follet and L. Urwick do not make a distinction between public and private administration. True or false?
- True.
 - Who is regarded as the father of Public Administration?
- Woodrow Wilson is regarded as the father of public administration.
 - The book Politics and Administration was written by whom?
- Frank Johnson Goodnow wrote the book.

MODEL QUESTIONS/ ASSIGNMENT

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

CHAPTER STRUCTURE:

Learning Outcome

Utility of Learning the Topic

2.1 Philosophy of Public Administration

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

2.3 Public Administration as a Science and Technology

Let's Sum Up

Further Reading

Answers to Check Your Progress

Model Questions/ Assignment

LEARNING OUTCOME

After going through this lesson, 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

UTILITY OF LEARNING THE TOPIC:

Imagine a world where your complaints about overflowing recycling bins actually lead to change. Public administration is the key that unlocks the improvements. It's not just about boring rules; it's about using your brainpower to solve real-world problems in your community.

2.1 PHILOSOPHY OF PUBLIC ADMINISTRATION

The philosophy of public administration delves into the underlying values, principles, and purposes guiding administrative action. It seeks to answer fundamental questions about the nature, scope, and role of public administration in society.

Key Thinkers and Ideas

- **Chester Barnard, Ordway Tead, Herbert Simon, Charles A. Beard, and Marshall E. Dimock** were among the pioneers who emphasized the need for a philosophical foundation for public administration.
- **Dimock** defined philosophy as a "rational effort to answer the widest generality of questions" about a subject. He outlined five essential elements of a philosophy of administration:
 - **Inclusiveness:** Considering all relevant factors.
 - **Integration:** Combining various elements into a coherent framework.
 - **Principles:** Developing guiding principles for future actions.
 - **Ends and Means:** Balancing goals and methods.
 - **Empirical Validation:** Grounding philosophy in observable evidence.

Importance of Philosophy in Public Administration

- **Provides direction:** A philosophy offers a guiding framework for administrators, shaping their decision-making and actions.
- **Fosters ethical behavior:** It emphasizes values, ethics, and the public interest.
- **Enhances effectiveness:** A philosophical foundation can improve the efficiency and effectiveness of public administration by providing a clear sense of purpose.
- **Improves decision-making:** It helps administrators make informed choices by considering the broader implications of their actions.

Developing a comprehensive philosophy of public administration is complex due to the field's multifaceted nature and the evolving challenges faced by governments. However, ongoing efforts to explore the philosophical underpinnings of public administration are essential for its continued development and effectiveness.

LET'S REWIND:

Public administration is more than just an art or science; it needs a philosophical foundation. This philosophy helps administrators, who deal with human complexities, make ethical decisions. It integrates knowledge from various disciplines and considers social values and goals. A strong philosophy is inclusive, integrated, and emphasizes both goals and methods.

While scientific methods are important, administration is rooted in the humanities and social sciences. Institutions are incorporating philosophy and humanities courses for administrators to develop a well-rounded perspective, allowing them to make informed choices that consider human needs and aspirations. Ultimately, a philosophy of administration provides a crucial framework for effective decision-making in this complex field.

CHECK YOUR PROGRESS

- Who wrote the book “A Philosophy of Administration”?
- Who wrote the book The Functions of the Executive?

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 of public policies. Again, it is the administration which executes 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.

LET'S REWIND:

Political science and public administration work hand-in-hand to ensure a nation functions smoothly. Public administration, with roots in political science, acts as the implementation arm. Political science provides the foundational understanding of the state, government, and political dynamics that shape administrative systems. Public administration then takes center stage, carrying out the policies and laws crafted by the government. This intricate relationship fosters a two-way flow of influence. Political decisions define the framework for administrative activities, while administrators offer their experience and knowledge to inform policy creation. Further solidifying this interconnectedness, both disciplines share common ground in areas of study like public policy and local government. Like the interplay of light and shadow, political science and public administration are intrinsically linked, each shaping and informing 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.

LET'S REWIND:

In a reciprocal relationship, history and public administration act as both teacher and student. History serves as a rich resource for public administration, offering valuable case studies and past experiences. By examining the triumphs and pitfalls of past administrative systems, from the Roman Empire to the Mauryan Empire, practitioners can glean valuable insights for shaping future practices. Public administration, in turn, sheds light on historical events. Understanding the administrative structures of a specific era is essential for comprehending the historical events that transpired within it. For example, a complete analysis of the French Revolution necessitates examining the administrative systems in place at that time. In essence, history provides the groundwork for effective public administration, while public administration offers context for a deeper understanding of historical events.

- **PUBLIC ADMINISTRATION AND ECONOMICS:**

There has 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 government's 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.

LET'S REWIND:

Public administration and economics go hand in hand. Just like managing a household budget, running a government involves using resources wisely. Public administrators deal with economic issues like budgeting and planning. The government is also involved in the bigger economic picture, ensuring fair treatment for all and promoting growth. This means administrators need to understand economic concepts to make sound decisions. With economic challenges like inflation on the rise, a grasp of economics is vital for effective

governance.

- **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 in inefficiency. 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.

LETS REWIND:

Public administration and sociology are like two sides of the same coin. Society shapes how a country is administered. Public administrators consider social order, group behavior, and social problems when implementing policies. This is particularly evident in developing nations, where social hierarchies can influence administrative practices. Conversely, public administration impacts sociology. As governments take on a more prominent role, traditional social control mechanisms weaken. Public administration can also be a catalyst for social change, with policies designed to promote a more equitable society. However, for administrators to be effective, they need a deep understanding of the social and economic fabric of the communities they serve.

CHECK YOUR PROGRESS:

- Public administration has its roots in political science. True or False?
- History serves as a rich resource for public administration. True or False?
- Public Administration implements economic policies formulated by the government. True or False?
- Public administration acts as an instrument of social change. True or False?

2.3 PUBLIC ADMINISTRATION AS A SCIENCE AND TECHNOLOGY

The debate over whether public administration is a science has been a longstanding one. While there's no definitive consensus, examining the arguments for and against provides valuable insights.

Arguments against Public Administration as a Science

- **Lack of precision and objectivity:** Unlike natural sciences, public administration deals with complex human behavior, making it difficult to establish precise laws and conduct controlled experiments.
- **Human element:** The presence of values, ethics, and political considerations in public administration makes it challenging to achieve the level of objectivity required for scientific inquiry.
- **Variability of contexts:** Public administration operates in diverse social, political, and cultural contexts, making it difficult to generalize findings across different settings.

Arguments in Favor of Public Administration as a Science

- **Systematic inquiry:** Public administration employs research methods and data analysis to study administrative phenomena.
- **Theory building:** There is a growing body of theoretical frameworks and models to explain administrative behavior and processes.
- **Predictive capacity:** While imperfect, public administration can make predictions about the potential outcomes of policies and programs based on empirical evidence.
- **Professionalization:** The development of professional standards and ethics reflects a scientific approach to the field.

Public administration is often described as a "soft science" or a "pre-science" due to the inherent complexities of its subject matter. While it may not meet the strict criteria of natural sciences, it has made significant strides in developing systematic knowledge and methodologies. The field continues to evolve, incorporating scientific methods while acknowledging the unique challenges posed by the human element.

Ultimately, the question of whether public administration is a science may be less important than the ongoing pursuit of knowledge and the development of effective practices to improve public service delivery.

LET'S REWIND:

There is debate about whether Public Administration is a science. Some argue it lacks the precision of natural sciences, with no universally agreed-upon principles or methods. Experiments are difficult to conduct, and human factors like values make it challenging to isolate cause and effect. Additionally, generalizations based on one country might not apply to others due to different social and political contexts.

Supporters of Public Administration as a science point to its own set of terms and concepts, even if they are not universally defined. They argue that the field is constantly evolving and uses scientific methods like observation and comparison, even if not in the same way as physics or chemistry.

CHECK YOUR PROGRESS:

- Name two thinkers who had supported Public Administration as science.
- Name two thinkers who were critical about calling Public Administration as science.

LETS SUM UP:

Public Administration is a dynamic field having interconnectedness with various disciplines. With a strong philosophical foundation, it enables administrators to find the way to the complexities of human behavior and make ethical decisions. This foundation integrates knowledge from disciplines like economics, history, sociology, and political science. This blend is essential – understanding social dynamics (sociology) and the inner workings of government (political science) empowers administrators to craft effective policies. History provides a treasure trove of lessons from triumphs and pitfalls of past administrative systems, while economics equips administrators to be responsible stewards of public resources. The relationship between public administration and these disciplines is a two-way street – administrators leverage these insights, and their experiences in turn inform future practices. There's even debate on whether public administration is a true science, but it undeniably utilizes scientific methods like observation and comparison to tackle intricate challenges. In essence, public administration is a captivating field that draws on a rich tapestry of knowledge to serve the common good.

FURTHER READING

- 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)

ANSWERS TO CHECK YOUR PROGRESS

- Who wrote the book “A Philosophy of Administration”?
- Marshall E. Dimock wrote the book.
- Who wrote the book The Functions of the Executive?
- Chester Barnard wrote the book.
- Public administration has its roots in political science. True or False?
- True.
- History serves as a rich resource for public administration. True or False?
- True.
- Public Administration implements economic policies formulated by the government. True or False?
- True.
- Public administration acts as an instrument of social change. True or False?
- True.
- Name two thinkers who championed Public Administration as science.
- Luther Gulick and Lyndall Urwick.
- Name two thinkers who did not believe Public Administration as science.
- Robert A. Dahl and Herbert Simon.

MODEL QUESTIONS/ ASSIGNMENT

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. Explain the role and function of Public Administration as a Science and Technology.

CHAPTER 3: ORGANIZATION- PRINCIPLES AND PROBLEMS

CHAPTER STRUCTURE:

Learning Outcome

Utility of Learning the Concept Organization

3.1 Organization: Meaning, Origin, Importance and Types

3.2 Principles of Organization

3.3 Some Technical Problems of Organizations

Let's Sum Up

Further Reading

Answers to Check Your Progress

Model Questions/ Assignment

LEARNING OUTCOME

After going through this lesson, 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

UTILITY OF LEARNING THE CONCEPT 'ORGANIZATION':

Imagine a team project where everyone has a specific job to do, but there's no plan or direction. It would be a mess, right? Organizations are like well-organized teams! They provide a structure, like a blueprint, that helps people work together towards a common goal. This structure includes different roles (like team leader, researcher, writer), assigned tasks (researching, writing, editing), and clear communication. Learning organization is like giving ourselves a superpower – the power to be more productive, less stressed, and laser-focused on what matters. It's about minimizing the chaos and building a system that works for you, even if it's not perfect. With some simple tools like setting goals, managing your time, and keeping things tidy, you can unlock your full potential and become an organizational master!

3.1 ORGANIZATION: MEANING, ORIGIN, IMPORTANCE AND TYPES:

- **Meaning:**

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.

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:

- **Definitions of Organization:**

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 administrative 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."

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

SIGNIFICANCE OF ORGANIZATION:

1. Organization provides a means by which human efforts are properly directed towards more 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 over a period of time.

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.

LETS REWIND:

Organizations are the building blocks of our society, enabling us to achieve great things together. It is a structured group of people working together towards a shared goal. It means organizations are with clear goals. They have different people with different role allotment towards achieving that goal. Because, everyone is allotted with different role hence a clear division of labour exists within an organization.

CHECK YOUR PROGRESS:

- Can there be an organization without a goal?
- Authority is one of the important elements of an organization. True or False?

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 accountability". It consists of those relationships 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. Longevity: Though they adapt 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 of 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.

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, structure less and are a shapeless mass of varied densities. They are based not upon official authority, but upon personal and group ties.

In the informal work, groups are based upon socio-psychological support and realizing and depend upon members' interaction, communication, personal likings and disliking 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.

- **Merits of Informal Organization:**

Informal organization arises and persists 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 support 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.

- **Demerits 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 suppressed.

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.

LET'S REWIND:

Organizations come in two forms: formal and informal. Formal structures, like businesses or schools, have clear hierarchies, defined roles, and established rules. This provides clarity, efficiency, and accountability, but can be rigid and slow to adapt. On the other hand, informal networks of colleagues and friends (think office friendships or study groups) spring up

naturally. These offer faster communication, improved collaboration, and even a boost in creativity, but can be unpredictable and lead to favoritism or conflicts with official goals. The key is to find a balance. Strong organizations incorporate the strengths of both – formal structures provide a stable foundation, while informal networks keep things dynamic and innovative.

CHECK YOUR PROGRESS:

- Clearly defined Hierarchy is an important feature of formal organization. True or false?
- Grapevine is associated with which type of organization?

3.2 PRINCIPLES OF ORGANIZATION: HIERARCHY, SPAN OF CONTROL, UNITY OF COMMAND, AUTHORITY, POWER, RESPONSIBILITY, DELEGATION, LINE, STAFF AND AUXILIARY AGENCIES:

Hierarchy:

The term ‘Hierarchy’ is derived from the Greek term ‘hierarkhia’ for a ruling body of priests organized into ranks. Literally, the term “hierarchy” means the control of the higher over the lower. In administrative phraseology, it means an organization structured in a pyramidal fashion with successive steps interlinked with each other, from top to bottom.

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.

The word ‘scalar’ is derived from ‘scale’ which means ‘ladder’ with several steps. 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”.

Definitions:

The term has been defined by various thinkers under the following grounds:

- 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.”

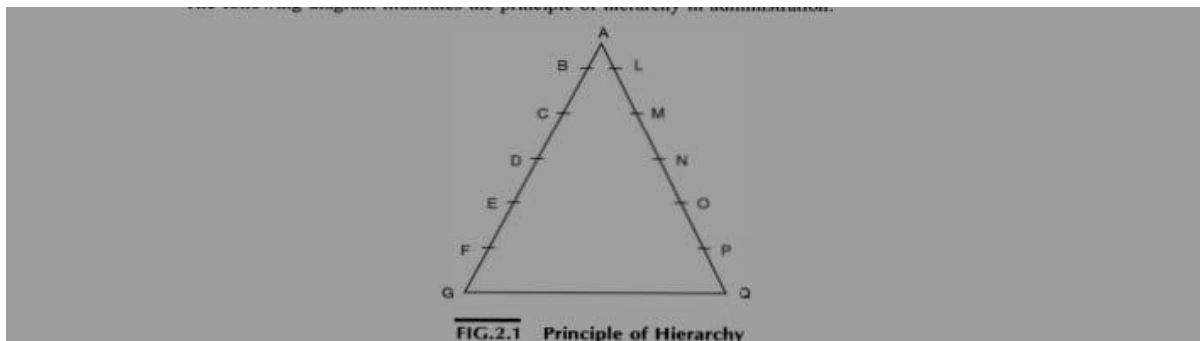
- Robert Presthus: “Hierarchy is a system of ranking positions along a descending scale from the top to the bottom of an organization.”

Principles:

Three principles are followed to organize functional units in a pyramidal 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.”
- (iv) **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:



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:

- (v) It serves as an instrument of integration and coherence in the organization.
- (ii) It acts as a channel of communication.
- (vi) It enables to fix responsibility at each level.
- iv) It avoids short circuiting by ensuring strict adherence to procedure.
- (vii) 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:

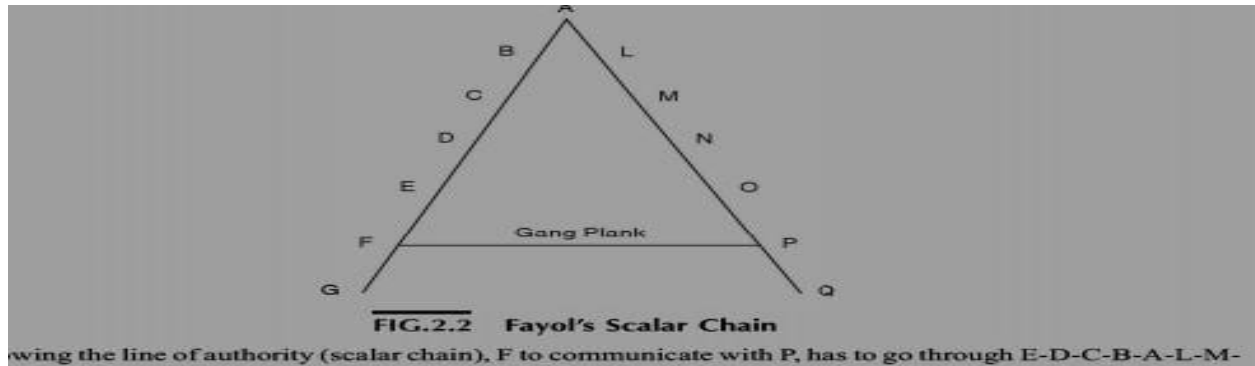
The disadvantages of principle of hierarchy are:

- (viii) 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.
- (ix) 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.

- (x) It creates superior-subordinate relationship due to differences at various levels in the following respects.

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.



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.

LET'S REWIND:

Hierarchy, an organizational pyramid with increasing authority, is a fundamental principle. It ensures clear communication channels (through proper channels), well-defined responsibilities (matching authority with responsibility), and streamlined procedures (unity of command). This structure facilitates coordinated efforts but can also lead to delays and stifle creativity. To address these limitations, Fayol proposed the “gangplank” concept, allowing faster communication between colleagues at the same level, bypassing hierarchy with approval. Modern thinkers are exploring alternative structures to balance the strengths and weaknesses of traditional hierarchies.

CHECK YOUR PROGRESS:

- Name three principles that maintain a hierarchical structure in organization.
- What is the alternate way to expedite communication within a hierarchy according to Fayol?

SPAN OF CONTROL**Meaning:**

Span of control refers to the number of subordinates a manager can effectively supervise and manage. It determines the organizational structure's shape, with a wider span resulting in a flatter structure and a narrower span leading to a taller structure. 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. There is no agreement among the writers on Public Administration about the exact limit of the span of control. Sir Ian 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.

Key Factors Influencing Span of Control

- **Managerial capabilities:** A manager's skills, experience, and leadership style influence their ability to supervise a larger number of subordinates.
- **Subordinate characteristics:** The skills, experience, and training of subordinates impact the required level of supervision.
- **Task complexity:** Complex tasks often necessitate closer supervision, while routine tasks allow for a wider span of control.
- **Organizational culture and technology:** The organization's culture and the availability of technology can influence the optimal span of control.

Principles of Span of Control

- **Graicunas' Theorem:** This theorem suggests that the number of relationships within a group increases exponentially with the number of members, making it challenging for a manager to handle a large number of subordinates effectively.
- **Vroom's Expectancy Theory:** This theory highlights the importance of employee motivation and the manager's ability to influence subordinates' performance and satisfaction.
- **Fayol's Principles of Management:** Principles like unity of command and scalar chain influence the optimal span of control.

Limitations of Span of Control

- **Managerial overload:** An excessively wide span can lead to overburdened managers, decreased supervision, and potential errors.
- **Communication challenges:** Coordinating and communicating with a large number of subordinates can be difficult.
- **Decreased control:** A wide span may hinder a manager's ability to exercise close control over subordinates' work.

- **Employee dissatisfaction:** Employees with a distant manager may experience reduced job satisfaction and motivation.

Ideal Span of Control

The optimal span of control varies depending on the factors mentioned above. There is no universal "ideal" number, but it generally ranges between 5 to 7 subordinates. However, this is just a guideline, and the actual span should be determined based on the specific circumstances of an organization.

The span of control is a crucial concept in organizational design. Balancing the need for effective supervision with the desire for a flat organizational structure is essential for optimal performance. Understanding the factors influencing span of control enables managers to make informed decisions about their organizational structure.

LET'S REWIND:

A crucial concept in public administration is the "span of control," which dictates the ideal number of subordinates a supervisor can effectively manage. Determining this ideal number is a challenge, with proposals ranging from the military's conservative 3-4 to England's more relaxed 25. However, the key takeaway is that effective supervision has limitations. As the number of subordinates increases, communication and control inevitably weaken. While some initially believed that expanding the number of subordinates could enhance management, this approach proved ineffective. Ultimately, the concept emphasizes the existence of a limit on direct supervision to ensure optimal performance and strong control within an organization.

CHECK YOUR PROGRESS

- What do you mean by span of control?
- An officer cannot control unlimited number of subordinates. True or false?

UNITY OF COMMAND

Meaning:

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.

Unity of command is a fundamental principle of organizational structure. This principle ensures a clear chain of command, preventing confusion, conflicts, and overlapping responsibilities.

Importance and Benefits

- **Clear authority and responsibility:** Establishes a clear hierarchy, defining roles and responsibilities.
- **Efficient communication:** Streamlines communication channels, preventing delays and misunderstandings.
- **Improved coordination:** Enhances teamwork and collaboration among employees.
- **Accountability:** Facilitates the identification of responsible individuals for tasks and decisions.
- **Discipline:** Promotes discipline and order within the organization.

Challenges and Limitations

- **Difficulty in complex organizations:** In large and complex organizations, strict adherence to unity of command can be challenging due to the need for coordination across departments.
- **Functional authority:** Specialists may need to provide instructions to employees outside their direct reporting line, potentially violating unity of command.
- **Matrix structures:** Organizations with matrix structures often have employees reporting to multiple managers, challenging the principle.
- **Rigid hierarchy:** Overemphasis on unity of command can lead to a rigid organizational structure, hindering flexibility and adaptability.

Balancing Unity of Command with Organizational Needs

To overcome these challenges, organizations often employ strategies such as:

- **Staff vs. line functions:** Differentiating between core operational activities (line functions) and support functions (staff functions) can help maintain unity of command while allowing for specialized expertise.
- **Committees and task forces:** Temporary structures can be created to address complex issues requiring input from multiple departments without violating unity of command.
- **Matrix structures:** While challenging to implement, matrix structures can be effective in managing complex projects by combining functional and project-based reporting lines.

While unity of command is a valuable principle, its strict application may not always be feasible in modern organizations. Striking a balance between unity of command and the need for flexibility and collaboration is crucial for organizational success.

LETS REWIND:

Unity of command reigns supreme in administration, ensuring a well-oiled hierarchy. This principle dictates that each employee has a single direct supervisor. This eliminates confusion and conflicting instructions. Everyone knows who they report to and who holds them accountable, promoting clear communication and streamlined decision-making. While fostering a clear structure, it can also limit flexibility and information flow in some circumstances.

CHECK YOUR PROGRESS:

- What do you mean by unity of command?
- What would be the outcome of violation of unity of command?

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. Authority is the formal power vested in a position within an organization, allowing the occupant to make decisions, allocate resources, and issue commands. It is the legitimate right to influence or direct the actions of others.

Sources of Authority

- **Formal Authority:** Derived from the position held within the organizational hierarchy. It is legally sanctioned and based on the individual's role.
- **Expert Authority:** Stems from an individual's specialized knowledge or skills. It is earned through competence and expertise.
- **Referent Authority:** Based on personal charisma, leadership qualities, and the ability to inspire others. It is derived from the individual's personal attributes rather than their position.

Types of Authority

- **Line Authority:** The formal power to command and make decisions along the chain of command.
- **Staff Authority:** The authority to advise and recommend, but not to command.
- **Functional Authority:** The authority granted to specialists to give orders within their area of expertise, regardless of the recipient's position in the hierarchy.

Principles of Authority

- **Unity of Command:** An employee should receive orders from only one superior to avoid confusion and conflicting directives.
- **Scalar Principle:** A clear chain of authority from the top to the bottom of the organization.
- **Delegation of Authority:** The process of assigning authority to subordinates to perform specific tasks.
- **Responsibility and Accountability:** Authority is accompanied by responsibility, and individuals are accountable for their actions.

Limitations of Authority

- **Abuse of Authority:** The potential for misuse of power for personal gain or to exploit subordinates.

- **Resistance to Authority:** Subordinates may resist authority due to factors like personality clashes, lack of trust, or perceived unfairness.
- **Organizational Politics:** Power struggles and informal influence can undermine formal authority.
- **Changing Organizational Environment:** Rapid changes in technology and the business environment can challenge traditional authority structures.

Authority is a fundamental aspect of organizational structure and management. It is essential for achieving organizational goals and maintaining order. However, it must be exercised responsibly and ethically to ensure employee satisfaction and organizational effectiveness. Balancing authority with other organizational principles, such as decentralization and employee empowerment, is crucial for modern organizations to adapt to changing environments.

POWER

Power is the capacity to influence the behavior of others to achieve desired outcomes. In organizational settings, it is the ability to control resources, make decisions, and shape organizational direction.

Types of Power

- **Formal Power:** Derived from an individual's position within the organizational hierarchy. It is legitimate power granted by the organization.
 - **Legitimate Power:** Based on the individual's formal role and authority within the organization.
 - **Reward Power:** Ability to offer rewards or incentives to influence behavior.
 - **Coercive Power:** Ability to punish or threaten punishment to influence behavior.
- **Informal Power:** Stems from personal characteristics, relationships, and expertise rather than formal position.
 - **Expert Power:** Based on specialized knowledge or skills.

- **Referent Power:** Derived from personal charisma, respect, and admiration.
- **Informational Power:** Based on access to and control of information.

Bases of Power

- **Position Power:** Derived from the individual's formal position within the organization.
- **Personal Power:** Based on the individual's personal characteristics and abilities.
- **Relational Power:** Stems from the individual's relationships with others within the organization.

Dynamics of Power

- **Power Distribution:** Power is not evenly distributed within organizations; it tends to concentrate at higher levels.
- **Power Struggles:** Conflicts and competition for power can occur within organizations.
- **Power and Politics:** Power is often used to influence decision-making and resource allocation through political processes.
- **Abuse of Power:** The potential for misuse of power for personal gain or to exploit others.

Implications for Public Administration

- **Effective Leadership:** Understanding power dynamics is crucial for effective leadership and management.
- **Organizational Culture:** Power relationships influence organizational culture and climate.
- **Decision-Making:** Power influences the decision-making process and the allocation of resources.
- **Accountability and Control:** The distribution of power affects the accountability and control mechanisms within an organization.

Power is a complex and multifaceted phenomenon in organizations. It can be a positive force for achieving organizational goals when used ethically and responsibly. However, it can also lead to negative consequences if abused. Understanding the different sources and dynamics of power is essential for effective leadership and management.

RESPONSIBILITY:

Responsibility is the obligation to complete a task or fulfill a duty. In the context of organizations, it refers to the accountability of individuals or units for their actions and their consequences. It is closely linked to authority, as those granted authority are also responsible for using it appropriately.

Types of Responsibility

- **Individual Responsibility:** The obligation of each employee to perform assigned tasks and duties to the best of their ability.
- **Collective Responsibility:** The shared responsibility of a group or team for achieving common goals.
- **Functional Responsibility:** The responsibility of a specific department or unit for a particular area of the organization's operations.

Principles of Responsibility

- **Accountability:** Individuals and units are answerable for their actions and decisions.
- **Delegation:** Responsibility can be delegated to subordinates, but the ultimate accountability remains with the superior.
- **Correlation with Authority:** Responsibility should align with the level of authority granted.
- **Responsibility and Performance:** Responsibility is linked to performance expectations and evaluations.

Challenges and Limitations

- **Defining Responsibility:** Clearly defining and assigning responsibility can be complex, especially in large and complex organizations.
- **Shared Responsibility:** In team-based structures, determining individual responsibility can be challenging.
- **Avoiding Responsibility:** Individuals may try to avoid responsibility by blaming others or circumstances.
- **Overburdening Responsibility:** Assigning excessive responsibility to individuals can lead to stress, burnout, and decreased performance.

Enhancing Responsibility

- **Clear Roles and Expectations:** Defining roles and responsibilities clearly helps to avoid ambiguity and confusion.
- **Performance Management:** Setting clear performance goals and providing regular feedback fosters a sense of responsibility.
- **Empowerment:** Delegating authority and responsibility to employees can increase motivation and ownership.
- **Accountability Systems:** Implementing mechanisms for monitoring and evaluating performance.

Responsibility and Accountability in Public Administration

In public administration, responsibility takes on added significance due to the public's trust in government. Public administrators are accountable to citizens, elected officials, and the law.

Key aspects of responsibility in public administration include:

- **Ethical Conduct:** Adhering to ethical principles and standards of conduct.
- **Public Interest:** Prioritizing the public interest over personal or organizational interests.
- **Transparency and Accountability:** Being open and accountable to the public.
- **Stewardship of Public Resources:** Using public funds efficiently and effectively.

Responsibility is a cornerstone of effective organizations. By clearly defining roles, expectations, and accountability mechanisms, organizations can foster a culture of responsibility and achieve their goals. In public administration, responsibility is particularly crucial due to the impact of government actions on citizens' lives.

LET'S REWIND:

Both authority and responsibility are important concepts of Public Administration. Authority refers to the official power to make decisions, allocate resources, and issue orders. It flows down the hierarchy, empowering managers to direct work and achieve organizational objectives. Responsibility, on the other hand, represents the obligation to fulfill assigned duties and deliver desired outcomes. It flows upwards, holding employees accountable to their superiors. **Power** in public administration refers to the ability of individuals or groups to influence the behavior of others to achieve desired outcomes. It's the capacity to get things done, despite resistance.

CHECK YOUR PROGRESS:

- How do you define authority?
- What does the principle of "responsibility follows authority" imply?
- Are power, authority and responsibility interrelated?

DELEGATION OF AUTHORITY

Delegation is the process of assigning authority and responsibility to subordinates to complete tasks and make decisions. It is a fundamental management tool that allows managers to distribute workload, develop subordinates, and focus on strategic priorities.

Key Elements of Delegation

- **Authority:** The power to make decisions and take actions.
- **Responsibility:** The obligation to complete assigned tasks.
- **Accountability:** The responsibility to answer for the outcomes of delegated tasks.

Principles of Delegation

- **Matching authority with responsibility:** Subordinates should have the authority necessary to fulfill their assigned responsibilities.

- **Clarity of expectations:** Clear and specific goals and expectations should be communicated to subordinates.
- **Support and guidance:** Delegators should provide necessary support and guidance to subordinates.
- **Trust and empowerment:** Delegators should trust subordinates to perform their tasks effectively and empower them to make decisions.
- **Accountability:** Subordinates should be held accountable for the results of their delegated tasks.

Benefits of Delegation

- **Time management:** Allows managers to focus on higher-level tasks.
- **Employee development:** Provides opportunities for subordinates to learn and grow.
- **Motivation:** Empowers employees and increases job satisfaction.
- **Improved decision-making:** Decentralizes decision-making, leading to faster and more informed decisions.

Challenges of Delegation

- **Relinquishing control:** Managers may find it difficult to let go of control and trust subordinates.
- **Overloading subordinates:** Delegating too much responsibility can overwhelm subordinates.
- **Lack of employee readiness:** Subordinates may not have the necessary skills or experience to handle delegated tasks.
- **Potential for abuse:** Improper delegation can lead to misuse of authority.

Effective Delegation

To effectively delegate, managers should:

- Select tasks suitable for delegation.
- Clearly communicate expectations and provide necessary resources.
- Provide training and support.

- Monitor progress and provide feedback.
- Be prepared to intervene if necessary.

Delegation is a critical management skill that enables organizations to function efficiently and effectively. By understanding the principles and challenges of delegation, managers can optimize its benefits and mitigate its potential drawbacks.

LETS REWIND:

Delegation of authority involves entrusting tasks and the corresponding decision-making power to others. This frees up managers to tackle broader strategic goals while fostering employee growth through skill development and ownership. The approach to delegation can be tailored to the situation. It can be broad, outlining a general area of responsibility, or specific, focusing on a well-defined task. Delegation can also be formalized through documented agreements or remain informal based on trust and communication. Furthermore, it can flow upwards to a superior for specialized input, downwards to empower team members, or even sideways for collaborative efforts with colleagues.

SUPERVISION

Supervision is the process of overseeing and directing the work of subordinates to achieve organizational goals. It involves guiding, motivating, and controlling employees to ensure tasks are completed efficiently and effectively.

Key Components of Supervision

- **Planning and Organizing:** Supervisors set goals, allocate resources, and assign tasks to subordinates.
- **Directing and Leading:** Supervisors provide guidance, motivation, and support to employees.
- **Controlling and Evaluating:** Supervisors monitor performance, measure results, and take corrective action as needed.
- **Communication:** Effective communication is essential for conveying instructions, providing feedback, and resolving conflicts.

- **Coordination:** Supervisors coordinate the activities of different departments and individuals to achieve organizational objectives.

Principles of Effective Supervision

- **Unity of Command:** Employees should report to only one supervisor to avoid confusion and conflicting instructions.
- **Span of Control:** Supervisors should have a manageable number of subordinates to ensure effective supervision.
- **Exception Principle:** Supervisors should focus on deviations from standards and handle exceptions rather than routine tasks.
- **Leadership:** Supervisors should possess leadership qualities to inspire and motivate employees.
- **Fairness and Consistency:** Supervisors should treat employees fairly and consistently.

Challenges in Supervision

- **Resistance to Authority:** Subordinates may resist supervision due to various reasons, such as personality clashes or disagreement with instructions.
- **Overburdened Supervisors:** Supervisors may be overwhelmed with multiple responsibilities, leading to ineffective supervision.
- **Lack of Training:** Inadequate training of supervisors can hinder their ability to perform their roles effectively.
- **Communication Barriers:** Poor communication can lead to misunderstandings and conflicts between supervisors and subordinates.

Importance of Supervision

Effective supervision is crucial for organizational success. It contributes to:

- Improved employee performance and productivity.
- Higher job satisfaction and employee morale.
- Achievement of organizational goals.

- Development of employees' skills and potential.
- Maintenance of discipline and order.

In conclusion, supervision is a critical managerial function that directly impacts employee performance and organizational success. Effective supervisors possess strong leadership, communication, and interpersonal skills. Organizations should invest in training and development programs to enhance the supervisory capabilities of their employees.

LETS REWIND:

Supervision plays a crucial role in the smooth functioning of government agencies. It's the process where higher-level employees guide and monitor the work of their subordinates. This ensures tasks are completed efficiently, policies are adhered to, and deadlines are met. In essence, supervision is like having team leaders who make sure everyone is contributing to the agency's overall goals.

CHECK YOUR PROGRESS:

- What is effective supervision?
- Name a key challenge to supervision in public administration.

LINE AND STAFF AND AUXILIARY AGENCIES OF ADMINISTRATION

Line Agencies:

Line agencies are the core operational units within an organization, directly responsible for achieving its primary objectives. They form the hierarchical backbone and possess the authority to make decisions, command, and control resources.

Key Characteristics of Line Agencies

- **Direct responsibility:** Line agencies are accountable for the core functions of the organization.
- **Hierarchical structure:** They follow a clear chain of command with well-defined authority and responsibility.

- **Decision-making authority:** Line managers have the power to make decisions within their scope of responsibility.
- **Client interaction:** Line agencies often have direct contact with the public, delivering services and implementing policies.
- **Examples:** Departments of education, health, defense, and transportation are typical line agencies.

Functions of Line Agencies

- **Policy implementation:** Line agencies are responsible for executing government policies and programs.
- **Service delivery:** They provide essential services to citizens, such as education, healthcare, and public safety.
- **Resource allocation:** Line agencies manage and distribute resources to achieve their objectives.
- **Supervision:** Line managers oversee the work of subordinates and ensure efficient operations.

Challenges Faced by Line Agencies

- **Workload:** Line agencies often face heavy workloads due to the direct delivery of services.
- **Resource constraints:** Limited budgets and staffing can hinder the ability to effectively deliver services.
- **Public scrutiny:** Line agencies are subject to public scrutiny and criticism, which can impact their performance.
- **Political interference:** Political pressures can sometimes interfere with the efficient functioning of line agencies.

Importance of Line Agencies

Line agencies are crucial for the effective functioning of any organization. They form the foundation upon which the organization's goals are achieved. Efficient and effective line

agencies are essential for delivering quality services to citizens and contributing to overall public welfare.

Line agencies are the operational backbone of an organization, responsible for directly achieving its primary objectives. Their effective functioning is vital for the success of the entire organization.

Staff Agencies:

Staff agencies are support units within an organization that provide specialized advice, services, and information to line agencies. They do not have direct authority to command or implement decisions but play a crucial role in enhancing the efficiency and effectiveness of the organization.

Key Characteristics of Staff Agencies

- **Advisory Role:** Staff agencies primarily offer expertise, recommendations, and support to line agencies.
- **Specialized Functions:** They focus on specific areas like planning, research, finance, personnel, and public relations.
- **No Line Authority:** Staff agencies do not have the power to command or make decisions independently.
- **Support Functions:** They provide essential services to facilitate the work of line agencies.
- **Examples:** Departments of personnel, finance, planning, and public relations are typical staff agencies.

Functions of Staff Agencies

- **Providing expert advice:** Staff agencies offer specialized knowledge and recommendations to line managers.
- **Data analysis and research:** They conduct research and analysis to support decision-making.

- **Planning and budgeting:** Staff agencies assist in developing organizational plans and budgets.
- **Personnel management:** They handle recruitment, training, and development of employees.
- **Public relations:** Staff agencies manage the organization's image and communication with the public.

Challenges Faced by Staff Agencies

- **Influence vs. Authority:** Staff agencies may struggle to influence line managers, who hold formal authority.
- **Overlapping responsibilities:** There can be overlap between staff and line functions, leading to conflicts.
- **Resistance to change:** Line managers may resist recommendations from staff agencies.
- **Bureaucracy:** Staff agencies can become bureaucratic and slow to respond to the needs of line agencies.

Importance of Staff Agencies

Staff agencies contribute significantly to organizational effectiveness by:

- Providing specialized expertise and support to line agencies.
- Enhancing decision-making through data and analysis.
- Improving efficiency and productivity through specialized services.
- Facilitating organizational learning and adaptation.

Staff agencies are essential components of modern organizations. By providing specialized support and expertise, they contribute to the overall effectiveness and efficiency of the organization. However, careful management is required to ensure that staff agencies collaborate effectively with line agencies and avoid power struggles.

Auxiliary Agencies:

Auxiliary agencies, also known as housekeeping or service agencies, are support units within an organization that provide common services to line and staff agencies. They do not directly contribute to the primary objectives of the organization but are essential for its smooth functioning.

Key Characteristics of Auxiliary Agencies

- **Service orientation:** They focus on providing support services rather than core functions.
- **Limited authority:** Auxiliary agencies have limited decision-making power and operate within a defined scope.
- **Indirect contribution:** Their impact on the organization is indirect, as they support the work of line and staff agencies.
- **Examples:** Central purchasing offices, central personnel agencies, central public works departments, and central stores are common examples of auxiliary agencies.

Functions of Auxiliary Agencies

- **Procurement and supply:** Handling procurement, storage, and distribution of materials and supplies.
- **Personnel administration:** Managing recruitment, training, and development of employees.
- **Financial management:** Handling accounting, budgeting, and financial control.
- **Infrastructure and maintenance:** Managing buildings, equipment, and other physical assets.
- **Recordkeeping and archives:** Maintaining organizational records and documents.

Importance of Auxiliary Agencies

- **Efficiency:** Centralized auxiliary services can lead to economies of scale and improved efficiency.
- **Standardization:** Auxiliary agencies can ensure consistent practices and procedures across the organization.

- **Specialization:** They can provide specialized expertise in areas like procurement or human resources.
- **Support for line agencies:** Auxiliary agencies free up line agencies to focus on their core functions.

Challenges Faced by Auxiliary Agencies

- **Bureaucracy:** Auxiliary agencies can become bureaucratic and slow to respond to the needs of line agencies.
- **Resource constraints:** Limited budgets and staffing can hinder their ability to provide efficient services.
- **Lack of recognition:** The importance of auxiliary agencies is often overlooked, leading to underfunding and understaffing.

In conclusion, auxiliary agencies play a vital role in supporting the core functions of an organization. By providing essential services, they contribute to the overall efficiency and effectiveness of the organization. However, it is essential to balance the need for centralized services with the potential for bureaucracy and inefficiency.

LETS REWIND:

Public administration entails division of labor known as Line and Staff. **Line agencies** are the public face, directly delivering essential services. Think of them as the permit office issuing licenses or the parks department maintaining public spaces. Line authority flows in a clear chain of command, ensuring efficient execution. On the other hand, **staff agencies** function behind the scenes, providing specialized support. Imagine them as the budget analysts advising on financial decisions or legal experts offering guidance on regulations. Staff agencies lack direct control over operations but contribute crucial expertise in areas like finance, law, or research. This collaborative approach ensures effective service delivery by combining frontline action with expert guidance.

CHECK YOUR PROGRESS:

- What is the primary function of Line agencies?
- What do you mean by staff agencies?
- What is the prime function of auxiliary agency?
- Give an example of staff agency in the Indian government.

3.3 SOME TECHNICAL PROBLEMS OF ORGANIZATIONS

An effective service organization 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 organization to exist, and what they would like to see the organization achieve. If there are very basic disagreements about such matters, it is likely that the organization 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 organization, 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 organization. This may seem very simple (if not over-simple) but these aspects are the foundations of any organization that wants to achieve something. You ignore them at your peril (risk, danger).

Some problems appear in organizations 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 organization’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 organizational 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 organization’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 organization does not take a stand on matters of principle, values and ethics.

LETS REWIND:

Public administration can be hindered by organizational roadblocks. Unclear chains of command, where responsibilities are ambiguous, can lead to confusion and delays. Departmental isolation, where communication and collaboration are limited, can create information storehouse and hinder overall efficiency. Furthermore, outdated technology or

cumbersome workflows can slow down processes, frustrating both employees and the public they serve. To overcome these technical hurdles, organizations need to streamline structures, bridge communication gaps between departments, and invest in modern tools that can optimize functionality.

CHECK YOUR PROGRESS:

- What is a common organizational obstacle related to communication?
- What is a common obstacle that hinders organizational effectiveness?

LETS SUM UP:

Public administration relies on well-organized structures to achieve shared goals. These structures can be formal, like government agencies, or informal, like community groups. Formal structures offer clarity and hierarchy, but may be less adaptable. Informal structures foster faster communication, but can lack predictability. Striking a balance between these two approaches is crucial. Effective leadership involves managing a manageable number of subordinates (span of control) within a clear chain of command (unity of command). Delegation empowers employees by entrusting them with tasks and decision-making, while authority allows managers to make strategic decisions and allocate resources. Supervision ensures efficient task completion and adherence to policies. Public service delivery benefits from collaboration between line and staff agencies. Line agencies directly provide services to the public, while staff agencies offer specialized support in areas like finance or law. However, organizational roadblocks like unclear roles or outdated technology can hinder efficiency. Streamlining structures, improving communication across departments, and investing in modern tools can help public administration overcome these challenges and deliver effective services.

FURTHER READING

- 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)

ANSWERS TO CHECK YOUR PROGRESS

- Can there be an organization without a goal?

- No.
 - Authority is one of the important elements of an organization. True or False?
- True.
 - Clearly defined Hierarchy is an important feature of formal organization. True or false?
- True.
 - Grapevine is associated with which type of organization?
- Informal organization.
 - Name three principles that maintain a hierarchical structure in organization.
- Scalar principle, unity of command and span of control.
 - What is the alternate way to expedite communication within a hierarchy according to Fayol?
- Fayol suggested the use of a "gang plank" or "bridge" to expedite communication within a hierarchy. This involves direct communication between individuals at different levels of the organization, bypassing the formal chain of command when necessary. It helps to speed up decision-making and problem-solving.
 - What do you mean by span of control?
- Span of control refers to the number of subordinates a manager can effectively supervise and manage. It determines the width of an organizational structure.
 - An officer cannot control unlimited number of subordinates. True or false?
- True.
 - What do you mean by unity of command?
- It means that an employee should receive orders from only one supervisor.
 - What would be the outcome of violation of unity of command?
- Confusion and conflict inside the organization.
 - How do you define authority?
- The legitimate right to command.
 - What does the principle of "responsibility follows authority" imply?
- It implies that those with authority are accountable for their actions.
 - Are power, authority and responsibility interrelated?
- Yes.
 - What is effective supervision?
- Supervision that is a combination of control with support and development.
 - Name a key challenge to supervision in public administration.
- The absence of clear performance metrics.
 - What is the primary function of Line agencies?
- Performing core functions of the organization.
 - What do you mean by staff agencies?
- Agencies that provide expert advice to line agencies are called staff agencies.
 - What is the prime function of auxiliary agency?

- To provide support services like transportation and housing.
 - Give an example of staff agency in the Indian government.
- Planning Commission (formerly NITI Aayog)
 - What is a common organizational obstacle related to communication?
- Ineffective information sharing
 - What is a common obstacle that hinders organizational effectiveness?
- Resistance to change.

MODEL QUESTIONS/ ASSIGNMENT

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 Organizations.

CHAPTER 4: THEORIES OF PUBLIC ADMINISTRATION

CHAPTER STRUCTURE:

Learning Outcome

Utility of Learning Theories of Public Administration

4.1 Classical Theory of Henry Fayol, Gullick and Urwick

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

4.3 Human Relations Theory of Elton Mayo

Let's Sum Up

Further Reading

Answers to Check Your Progress

Model Questions/ Assignment

LEARNING OUTCOME

After going through this lesson, 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

UTILITY OF LEARNING THEORIES OF PUBLIC ADMINISTRATION:

Theories provide frameworks to analyze and improve how public organizations function, ensuring each section plays its part effectively. By studying these diverse theories, public administrators gain a toolbox filled with specialized approaches. Each theory tackles a different challenge within the machinery of public administration. Ultimately, these theories strive to create a more efficient, effective, and responsive public service system, ensuring a well-conducted symphony that benefits everyone.

4.1 CLASSICAL THEORY OF HENRY FAYOL, GULLICK AND URWICK

Henry Fayol

Henry Fayol, a pioneering French industrialist, who is regarded as the father of classical theory, established a set of 14 management principles in the early 1900s. These principles, initially aimed at the business world, significantly impacted public administration. His ideas laid the groundwork for classical management theory, advocating for efficiency and rationality within organizations. Fayol's *General and Industrial Management* was first published in France in 1916 and is a classic treatise of the discipline.

Principles of Administration:

Fayol's 14 principles offer a framework for effective management, encompassing various functions like planning, organizing, leadership, coordination, and control. Let's explore each principle in detail:

1. **Division of Labor:** Specialization in tasks enhances efficiency and fosters skill development in employees.
2. **Authority and Responsibility:** Managers possess the authority to issue instructions, while employees hold the responsibility to execute them.
3. **Discipline:** A clear understanding of appropriate conduct and its consequences is crucial for maintaining order.
4. **Unity of Command:** To avoid confusion, employees should receive directives from a single superior.
5. **Unity of Direction:** Activities within a group should be guided by a singular objective and plan.
6. **Subordination of Individual Interests:** Individual goals should not supersede the organization's overall objectives.
7. **Fair Remuneration:** Just and equitable compensation motivates employees and fosters loyalty.
8. **Centralization:** The optimal balance between centralized decision-making and delegation of authority depends on the specific situation.

9. **Scalar Chain:** A clear and unbroken chain of authority should exist from top management to lower levels.
10. **Order:** A well-organized workplace with an efficient layout of materials promotes productivity.
11. **Equity:** Fair and impartial treatment of employees by managers builds trust and loyalty.
12. **Stability of Personnel:** High employee turnover disrupts operations; managers should strive for workforce stability.
13. **Employee Initiative:** Encouraging employees to take initiative and exercise judgment fosters creativity and innovation.
14. **Esprit de Corps:** A strong sense of teamwork and unity among employees strengthens the organization.

Impact on Public Administration

Fayol's principles provided a foundation for structuring public agencies efficiently. They emphasized the importance of well-defined roles, clear lines of authority, and fair treatment of employees. These principles remain relevant today, although some require adaptation to the complexities of modern public administration.

Considerations and Evolution

While Fayol's theory offers a valuable framework, it has been criticized for being overly rigid and neglecting the human element of organizations. It doesn't fully address factors like employee motivation and creativity. Additionally, the principles were developed in a private sector context and may not fully translate to the public sector with its distinct goals and challenges.

Conclusion:

While not a perfect solution for all situations, Fayol's classical theory and its 14 principles offer a valuable reference point for public administrators. They provide a framework for creating efficient and well-organized bureaucracies, but should be applied with flexibility and consideration of the specific context of the organization.

LET'S REWIND:

In the early 1900s, Henri Fayol, a French industrialist, developed the classical theory of organization. This theory aimed to improve organizational efficiency and rationality. Fayol identified 14 principles that serve as a framework for effective management. These principles encompass aspects like planning, organizing, leadership, coordination, and control. Some key takeaways include the importance of dividing labor for specialization, establishing clear lines of authority to avoid confusion, and treating employees fairly to motivate them. While Fayol's theory has been criticized for being too rigid, it provided a foundation for structuring efficient organizations. Even today, his principles remain a valuable reference point for public administration.

CHECK YOUR PROGRESS:

- Who is regarded as the father of classical theory?
- Who authored the book- General and Industrial Management?

GULLICK AND URWICK

Luther Gulick and Lyndall Urwick, influential figures in early 20th-century public administration, played a pivotal role in developing the classical theory of organization. This theory centered on creating well-structured and efficient organizations, emphasizing clear lines of authority and departmentalization.

Gulick's POSDCORB: A Framework for Management

Gulick's contribution is particularly noteworthy with his **POSDCORB** principles, which delineate the core functions of management:

- **Planning:** Establishing goals and outlining courses of action.
- **Organizing:** Structuring the organization to accomplish tasks effectively.
- **Staffing:** Recruiting, training, and motivating employees.
- **Directing:** Providing leadership and guidance.

- **Coordinating:** Integrating activities across different departments to ensure smooth operation.
- **Reporting:** Providing information on performance and progress.
- **Budgeting:** Managing financial resources effectively.

Urwick's Focus on Structure

Urwick, on the other hand, championed the importance of organizational structure. He believed that a well-designed structure with clear delineation of roles was essential for efficiency. He argued against poorly designed structures that could lead to confusion and hinder performance.

Cornerstones of the Classical Theory

The classical theory of organization rests on several key principles:

- **Division of Labor:** Specialization in tasks leads to increased efficiency and expertise within the workforce.
- **Departmentalization:** Grouping activities based on function or purpose facilitates coordination and collaboration.
- **Unity of Command:** Employees should receive instructions from a single superior to avoid confusion and conflicting priorities.
- **Span of Control:** There's a limit to the number of subordinates a manager can effectively supervise.
- **Scalar Chain:** A clear hierarchy of authority exists, with a well-defined chain of command from top to bottom management.
- **Formalization of Rules and Procedures:** Establishing standardized practices ensures consistency, reduces errors, and streamlines processes.

Impact on Public Administration

Gulick and Urwick's theories had a significant impact on the way public agencies were structured and operated. Their emphasis on clear lines of authority, departmentalization, and formalized procedures helped streamline bureaucratic processes and improve efficiency.

Modern Considerations and Evolution

However, the classical theory has also drawn criticism for being too rigid and mechanistic. It doesn't fully consider the human aspects of organizations or the need for flexibility in today's dynamic environment. While the core principles remain valuable, modern organizations need to adapt them to embrace innovation, employee motivation, and a more collaborative work style.

Conclusion

Gulick and Urwick's classical theory of organization laid the groundwork for structured and efficient organizations. While its rigidity may not fully translate to modern needs, the core principles of clear structure, division of labor, and formalized procedures continue to be relevant benchmarks for effective public administration.

LET'S REWIND:

Luther Gulick and Lyndall Urwick, influential figures in early 20th-century public administration, shaped the classical theory of organization. This theory focused on creating efficient organizations through clear structures. Gulick's contribution included the **POSDCORB** principles, which identified core management functions like planning and budgeting. Urwick, on the other hand, emphasized the importance of well-designed structures with departmentalization and a defined number of subordinates each manager could effectively supervise (span of control). While criticized for being too rigid, their ideas provided a foundation for streamlined bureaucracies with clear lines of authority.

CHECK YOUR PROGRESS

- The classical theory of organization has been criticized for treating an organization as a closed system, completely unconnected with, and uninfluenced by its external environment. True or False?
- The classical theory manifests four features. What are those?

4.2 BUREAUCRATIC THEORY OF MAX WEBER, SCIENTIFIC MANAGEMENT THEORY OF F.W. TAYLOR

Bureaucratic Theory of Max Weber

Max Weber, a prominent German sociologist, developed the bureaucratic theory as an ideal type of organization characterized by hierarchy, formal rules, and impersonal relationships. Weber believed that bureaucracy was the most efficient and rational form of organization for large-scale enterprises.

Key Characteristics of Weberian Bureaucracy

- **Hierarchy of Authority:** A clear chain of command with defined levels of authority and responsibility.
- **Division of Labor:** Tasks are specialized to enhance efficiency and expertise.
- **Formal Rules and Regulations:** Standard operating procedures govern organizational activities to ensure consistency and predictability.
- **Impersonality:** Rules are applied uniformly, without regard for personal relationships or favoritism.
- **Career Orientation:** Bureaucrats are professional officials with technical competence and a career path within the organization.
- **Formal Selection:** Employees are selected based on qualifications and merit rather than personal connections.

Ideal Bureaucracy According to Weber

Weber envisioned bureaucracy as an ideal type, a pure form of organization against which real-world organizations could be compared. However, he acknowledged that pure bureaucracy is rarely achieved in practice due to various factors such as political interference, corruption, and human behavior.

Significance of Weber's Theory

Weber's bureaucratic theory has had a profound impact on organizational studies and public administration. It provides a framework for understanding the structure and functioning of large-scale organizations. While it has been criticized for its rigidity and impersonal nature, it remains a valuable tool for analyzing organizational behavior and designing efficient administrative systems.

Criticisms of Weberian Bureaucracy

- **Rigidity and inflexibility:** Overemphasis on rules and regulations can hinder adaptability to change.
- **Impersonality:** Can lead to dehumanization and alienation of employees.
- **Red tape:** Excessive bureaucracy can create inefficiency and delays.
- **Goal displacement:** Overemphasis on rules can lead to a focus on following procedures rather than achieving organizational goals.

Despite its limitations, Weber's bureaucratic theory remains a foundational concept in organizational studies. It provides a valuable starting point for understanding the complexities of modern organizations and the challenges they face.

LETS REWIND:

Max Weber, a pioneering sociologist, established himself as a leading figure in the study of bureaucracy. He meticulously described an ideal bureaucracy characterized by a well-defined hierarchy, division of labor based on expertise, standardized rules, and objective decision-making. This model, Weber contended, provided the most efficient framework for managing large organizations. However, critics have argued that Weber's ideal can become inflexible, hindering innovation and prioritizing adherence to rules over achieving desired outcomes. Additionally, questions have been raised about its universal applicability across diverse cultures and historical contexts. Despite these critiques, Weber's groundbreaking analysis of bureaucracy remains a cornerstone for understanding the inner workings of modern organizations and the challenges they navigate.

CHECK YOUR PROGRESS

- Max Weber is the first thinker who has systematically studied the bureaucracy. True or False?

- Name the author of the book ‘The Theory of Economic and Social Organizations’

SCIENTIFIC MANAGEMENT THEORY OF F.W. TAYLOR

Scientific management, also known as Taylorism, is a management theory that analyzes and synthesizes workflows to improve economic efficiency, especially labor productivity. It emerged in the late 19th century, primarily in the manufacturing sector.

Key Principles of Scientific Management

- **Scientific Job Study:** This involves breaking down each job into its constituent parts and analyzing the most efficient way to perform each element. Time and motion studies were used to identify the most efficient methods.
- **Scientific Selection and Training:** Workers should be scientifically selected based on their abilities and aptitudes, and then trained to perform their jobs according to the developed scientific methods.
- **Cooperation between Management and Labor:** A collaborative relationship between management and workers is essential to implement scientific management principles effectively.
- **Equal Division of Work:** Management should take over the planning, organizing, and controlling functions, while workers focus on executing tasks as per the developed methods.

Core Ideas of Scientific Management

- **Efficiency:** The primary goal is to maximize efficiency and productivity by eliminating waste and inefficiencies.
- **Standardization:** Work processes, tools, and working conditions should be standardized for consistency and efficiency.
- **Time and Motion Studies:** Analyzing work processes to identify the most efficient methods and eliminate unnecessary movements.
- **Financial Incentives:** Linking worker performance to financial rewards to motivate productivity.

Contributions of Scientific Management

- **Increased productivity:** Scientific management led to significant improvements in productivity and efficiency in many industries.
- **Job specialization:** It contributed to the development of specialized roles and division of labor.
- **Work study techniques:** Introduced methods for analyzing and improving work processes.

Criticisms of Scientific Management

- **4.3** primarily on efficiency and productivity.
- **Oversimplification of work:** Breaking down jobs into minute tasks can lead to monotony and job dissatisfaction.
- **Resistance to change:** Workers may resist changes imposed by management without their input.
- **Short-term focus:** The emphasis on efficiency can sometimes lead to neglecting long-term factors like employee well-being and job satisfaction.

In conclusion, while scientific management has its limitations, it laid the foundation for modern management practices. Its emphasis on efficiency and systematic analysis remains relevant, but it is essential to balance it with a focus on the human element and organizational culture.

LET'S REWIND:

In the early 20th century, Frederick Winslow Taylor's Scientific Management Theory challenged traditional, intuition-based methods in industries. Taylor advocated for a data-driven approach to optimize worker output. Time and motion studies were used to identify the most efficient ways to complete tasks. These methods were then standardized, ensuring consistency across the workforce. Workers were carefully selected based on their skills and aptitudes for specific tasks and then trained in the most efficient methods for completing them. A key innovation was the shift from an adversarial relationship to collaboration between management and workers. Management would oversee the scientific methods and training, while workers would focus on efficient execution. To incentivize higher output, Taylor proposed a differential piece-rate system that rewarded workers for meeting or

exceeding predetermined production quotas. Despite criticisms of potentially dehumanizing work and oversimplifying tasks, Scientific Management's emphasis on data-driven decision-making, worker selection and training, and standardized processes continues to influence modern management practices.

CHECK YOUR PROGRESS

- What is the core concept of scientific management theory?
- Scientific management theory is also known as 'physiological organization theory'. True or False?

4.3 HUMAN RELATIONS THEORY OF ELTON MAYO

Elton Mayo, an Australian-born psychologist, is renowned for his pivotal role in establishing the human relations school of management thought. His research, particularly the Hawthorne Studies, significantly challenged the prevailing scientific management perspective.

Core Principles of Human Relations Theory

- **Social Person:** Mayo posited that individuals are inherently social beings, and their work performance is profoundly influenced by social interactions, group dynamics, and relationships.
- **Informal Organization:** Alongside the formal organizational structure, informal groups and social networks emerge within workplaces, significantly impacting employee behavior and productivity.
- **Motivation:** Factors such as social acceptance, belongingness, and recognition are primary motivators, often surpassing financial incentives.
- **Leadership and Communication:** Effective leadership and open communication are essential for fostering employee morale, job satisfaction, and productivity.
- **Worker Participation:** Involving employees in decision-making processes can enhance their commitment and motivation.

The Hawthorne Studies

The Hawthorne Studies, conducted at the Western Electric Company's Hawthorne Works in Chicago from 1924 to 1932, provided the empirical foundation for Mayo's theory. These studies aimed to improve worker productivity through manipulating physical working conditions. Surprisingly, the researchers found that changes in physical conditions had little impact on productivity, but factors such as attention, social interaction, and group dynamics played a more significant role.

Key Findings of the Hawthorne Studies

- **The Hawthorne Effect:** Increased attention and recognition from management positively influenced worker productivity.
- **Informal Groups:** Informal social groups within the workplace have a strong influence on individual behavior and performance.
- **Importance of Social Needs:** Employees have social needs beyond economic incentives, and meeting these needs is crucial for job satisfaction and productivity.
- **Leadership and Communication:** Effective leadership and open communication facilitate cooperation and productivity.

Implications for Management

Mayo's human relations theory challenged the mechanistic view of workers prevalent in scientific management. It emphasized the importance of:

- **Understanding the social dynamics of the workplace.**
- **Creating a positive and supportive work environment.**
- **Involving employees in decision-making.**
- **Developing effective communication channels.**
- **Recognizing the importance of informal groups and relationships.**

While the human relations theory has been criticized for oversimplifying complex organizational issues, it remains influential in shaping modern management thought. It

highlighted the crucial role of human factors in organizational effectiveness and paved the way for subsequent developments in organizational behavior.

LET'S REWIND:

In the early days of organization theory, a focus on structure and efficiency dominated, leaving the human element largely unconsidered. A shift emerged in the form of the Human Relations Movement, pioneered by Elton Mayo. This approach placed a strong emphasis on the social aspects of work, arising as a critical response to the dehumanizing tendencies of scientific management. Mayo's groundbreaking Hawthorne Experiments challenged the prevailing notion that physical working conditions were the sole determinant of productivity. The experiments revealed the significant influence of social interaction, recognition, and group dynamics on worker morale and output. Although criticisms have been leveled at the Human Relations approach for its lack of a robust scientific foundation and its neglect of economic factors and potential conflicts, Mayo's work undeniably marked a turning point. It underscored the importance of understanding human behavior and the social dimensions of organizations for effective management. This shift in perspective paved the way for recognizing workers as social contributors to organizational success, and highlighted the importance of fostering communication and building strong relationships within organizations.

CHECK YOUR PROGRESS

- Who is the father of human relations theory?
- The human relations theory came into existence as a reaction to the classical approach to organizational analysis. True or False?

LET'S SUM UP:

The early 20th century saw the rise of the classical theory of organization, emphasizing structure and efficiency. Pioneered by Henri Fayol, this theory offered 14 principles for effective management, encompassing planning, organization, leadership, and control. Key takeaways included specialization through division of labor, clear lines of authority to avoid confusion, and fair treatment of employees for motivation. While criticized for being rigid, Fayol's principles laid the groundwork for structuring efficient organizations.

Other influential figures like Luther Gulick and Lyndall Urwick further shaped the classical theory by advocating for clear structures to achieve efficiency. Gulick's POSDCORB principles identified core management functions, while Urwick stressed well-defined structures with departmentalization and appropriate supervisory spans. While these ideas faced criticism for rigidity, they provided a foundation for streamlined bureaucracies with clear lines of authority.

Max Weber, a sociologist, emerged as a leading figure in the study of bureaucracy. He proposed an ideal bureaucracy characterized by a defined hierarchy, expertise-based division of labor, standardized rules, and objective decision-making. This model, Weber argued, offered

the most efficient way to manage large organizations. However, critics pointed out potential drawbacks like inflexibility, hindering innovation, and prioritizing rules over desired outcomes. Additionally, questions were raised about its applicability across cultures and historical contexts. Despite these critiques, Weber's analysis of bureaucracy remains a cornerstone for understanding modern organizations and their challenges.

A contrasting perspective emerged with Frederick Winslow Taylor's Scientific Management Theory. This approach challenged traditional, intuition-based methods by advocating for data-driven optimization of worker output. Time and motion studies identified the most efficient ways to complete tasks, which were then standardized. Workers were carefully selected and trained in these efficient methods. A key shift was the move from an adversarial relationship to collaboration between management and workers. Management oversaw the scientific methods and training, while workers focused on efficient execution. To incentivize higher output, Taylor proposed a differential piece-rate system. While criticized for potentially dehumanizing work, Scientific Management's emphasis on data-driven decision-making, worker selection and training, and standardized processes continues to influence modern management practices.

Finally, the Human Relations Movement, spearheaded by Elton Mayo, emerged in response to the classical approach's neglect of human elements. This approach placed a strong emphasis on the social aspects of work. Mayo's groundbreaking Hawthorne Experiments challenged the assumption that physical working conditions solely determined productivity. Instead, the experiments highlighted the significant influence of social interaction, recognition, and group dynamics on worker morale and output. Although criticized for its lack of a robust scientific foundation, Mayo's work marked a turning point. It underscored the importance of understanding human behavior and the social dimensions of organizations for effective management. This shift in perspective paved the way for recognizing workers as social contributors to organizational success and fostering communication and building strong relationships within organizations.

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ANSWERS TO CHECK YOUR PROGRESS

- Who is regarded as the father of classical theory?
- Henry Fayol is regarded as the father of classical theory.

- Who authored the book- General and Industrial Management?
- Henry Fayol authored the book.
- The classical theory of organization has been criticized for treating an organization as a closed system, completely unconnected with, and uninfluenced by its external environment. True or False?
- True.
- The classical theory manifests four features. What are those?
- Impersonality, b) division of labour, c) hierarchy, and d) efficiency are the four features of the classical theory of organization.
- Max Weber is the first thinker who has systematically studied the bureaucracy. True or False?
- True.
- Name the author of the book ‘The Theory of Economic and Social Organizations’
- Max Weber authored the book.
- What is the core concept of scientific management theory?
- The core concept of scientific management theory is that it discards the age old methods of rule of thumb with science and organized knowledge.
- Scientific management theory is also known as ‘physiological organization theory’. True or False?
- True.
- Who is the father of human relations theory?
- Elton Mayo, an American Sociologist is regarded as the father of human relation theory.
- The human relations theory came into existence as a reaction to the classical approach to organizational analysis. True or False?
- True.

MODEL QUESTIONS/ ASSIGNMENT

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.
