

**MA in Political Science
(under CBCS)**

POL-05-I-1046

GAUHATI UNIVERSITY
Institute of Distance and
Open Learning



Semester- I

Paper - IV
Public Administration- I
(Concept and Theories)

GOPINATH BARDOLOI NAGAR
Guwahati - 781014 (Assam)

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M.A. First Semester
(under CBCS)

POLITICAL SCIENCE

Paper: POL-05-I-1046
PUBLIC ADMINISTRATION-I
(CONCEPT AND THEORIES)



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Contributors:

Mr. Dipankar Saikia Block: I (Units- 1 & 2), Block II : (Units- 1,2 & 5)
Editor SLM, GUIDOL Block: III (Units- 2, 3, 4 & 5)
Block: IV (Units- 1 & 2)

Dr. Barnalee Choudhury Block: I (Units: 3 & 5)
Asst. Prof., GUIDOL

Mouchumi Kalita Block: I (Unit- 4)
Asst. Prof., Royal Global University

Nilakshi Talukdar Block: IV (Unit- 3)
Research Scholar, Dept. of Pol Science, GU

Madhusmita Devi Block: II (Units- 3 & 4), Block: III: (Unit 1)
Asst. Prof., Dept. of
Pol. Science, Silapathar College

Dr. Jonaki Dutta Block: IV (Unit- 4)
Asst. Prof., GUIDOL

Jyotismaan Baruah Block: IV (Unit- 5)
Research Scholar, Dept. of Pol Science, GU

Course Coordination:

Director IDOL, Gauhati University
Dr. Dhruba Pratim Sarma Associate Prof. Dept. of Political Science
Gauhati University

Cover Page Designing:

Bhaskar Jyoti Goswami IDOL, Gauhati University

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BLOCK- I

PUBLIC ADMINISTRATION AS A DISCIPLINE

Unit –1 Concept, nature and scope of Public Administration

Unit Structure:

- 1.1 Introduction
- 1.2 Objectives
- 1.3 Meaning of Public Administration
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1.1 Introduction

This unit is an attempt to offer you a systematic conceptualization of Public administration as an academic discipline. Public Administration is important for the holistic development of the society as it thrives on the democratic values of justice and equality. With the aim to ensure the effective working of the administrative machinery, Public Administration plays an important role in the society. As Public Administration is becoming an integral part of society, the functions of the administrative machinery is rapidly expanding to every sphere of human and state activity. So it will not be an exaggeration to say that the progress of a country is highly determined by the quality of its Public Administration. In this unit our aim is to discuss the various perspectives which will help us to understand the importance and quality of the administrative procedure of a country. Here, we plan to introduce you with the meaning and definition of Public Administration as well as the views of many prominent scholars to help you understand the basic concepts of Public Administration. The opinion of the thinkers is useful in terms of the analysis of its nature and scope through two different perspectives: managerial and integral. In this unit our aim is to address the various perspectives relevant

1.2 Objectives

As the study of Public Administration is becoming increasingly relevant in present global scenario, in this unit we aim to offer you the basic concepts necessary for the theory and practice of Public Administration. After reading this unit you will be able to:

- discuss the meaning, concept and definition of Public Administration
- To trace the origin of public administration.
- describe the approaches to the study of Public Administration

- distinguish Public Administration from Private Administration
- discuss the current trends of Public Administration

1.3 Meaning of Public administration

A discussion of the meaning of Public Administration is incomplete if we are not aware of the meaning of the term 'administration'. The English word 'administration' is derived from two Latin words "ad" and "ministrare" which means "to serve", "to manage" or "to look after people". Hence, literally it means management of affairs whether it is public or private. In terms of Political Science, 'administration' means the sum total of the activities undertaken to implement public policy or policies, to produce some services or goods for the better endurance of its citizens. For example, services like the Indian Railway or educational administrations are not profit-oriented as such services aim for the holistic development of the society by providing better service for the citizens. You know that every nation has some common goals and objectives and India too aspires to live by its common objectives of ensuring the welfare of the people by eradication of poverty, illiteracy and peaceful cooperation with other nations. The administrative machinery helps to achieve these goals and translate the concept of welfare state into reality. So administration can be defined as a co-operative human effort towards achieving common goals as the future of a country depends on its administration.

After discussing the meaning of administration, we are now in a better position to describe Public administration which can be broadly defined as the development, implementation and study of the three branches of government policy. Public Administration, as you know, is a segment of the broader field of 'administration'. However, the pursuit of public good by enhancing civil society and social justice is the ultimate goal of the field of Public Administration. Though Public Administration is historically referred to as government management, it increasingly encompasses non-governmental organizations (NGOs) that also operate with a similar, primary dedication to the betterment of the condition of humanity. To summarize briefly, we can conceptualise Public Administration as the discipline which is concerned with the organization and its procedures for the formulation and implementation of public policies.

Woodrow Wilson is considered as the father of Public Administration as he is the first thinker to formally recognize Public Administration in an article entitled "The Study of Administration" published in 1887. According to him "it is the object of administrative study to discover, first, what government can properly and successfully do, and, secondly, how it can do these proper things with the utmost possible efficiency and at the least possible cost either of money or of energy". Hence, from his writings we find that Public Administration is closely related with the governmental activities. The discussion of this view

helps us to get an elaborate idea of the working of government. To elaborate, in a democratic country, Government consists of two types of executives :

1. Political and
2. Non-Political

The political executive is selected on a temporary basis. For example, in India, ministers are elected for fixed terms of five years. After the completion of their term, they either quit from the office or the people re-elect them as their representatives. The non-political executive is permanent as the members are appointed for a long term. Both the executives are interrelated and interdependent and thrive on a partnership of mutual dependence. The political executive is responsible for policy formulation and the non-political executive is responsible for the implementation of the policies. They translate political objectives into practical realities and this process is known as Public Administration. In other words, Public Administration is a means to implement political decisions. Hence, we can say that Public Administration is that branch of administration which operates within a specific political setting.

We can also say that Public Administration is concerned with decision making, planning the work, formulating objectives and goals, working with the legislature and citizen's organizations to gain public support and fund for the government programmes.

Stop To Consider:

Wilson's view of Public Administration In the article written in 1887, Wilson advocates the following four concepts relevant to the study of Public Administration:

- Separation of politics and administration
- Comparative analysis of political and private organizations
- Improving efficiency of the public administrators in comparison to the entrepreneurs indulging in profit-oriented activities.
- Improving the effectiveness of public service through the management and training of civil servants.

Thus, we find that Wilson basically tries to separate Public Administration from Politics and wants to give it a separate identity.

1.3.1 Origin of Public Administration

Public Administration got its impetus in the early writings of many classical scholars. Classical scholars including Plato, Aristotle and Machiavelli are important figures for the subsequent generations of scholars studying Public Administration. Until the birth of a nation state, the principal emphasis of the governors was on moral and political aspects of human nature as well as on the organization of the

governing bodies. Machiavelli's book *The Prince* is an interesting manual for the development of the European princes or governors as the book offered practical advice for proper administration of the government. This work represents one of the first Western expressions of the methodology of government. With the passing of time, scholars and governors persisted in their various endeavours explaining how one governs. Later Lorenz Von Stein, a German professor from Vienna, is considered as the founder of the science of Public Administration in many parts of the world. In the time of Von Stein, Public Administration was considered as a form of administrative law. But in the true sense, W. Wilson is entitled with the honour of discussing Public Administration as a separate discipline. After him, Henri Fayol, Fredrick W. Taylor, Paul Appleby, Frank Good now, and William Willoughby helped in the growth of Public Administration.

In the late 1990s, Janet and Robert Denhardt proposed a new public service model. The chief contribution made by this model is the focus on Americans as "citizens" rather than "customers". Accordingly, the citizen is expected to participate in the activities of the government and take an active role throughout the process of policy formulation. Hence, the proprietors are no longer considered an end to a mean. While this remains feasible at the federal level where the concept of citizenship is commonly wedded, the emergence of 'transnational administration' with the growing number of international organizations and 'transnational executive networks' complicates the prospects for citizen engagement. Thus from the above discussion, we find that as a subject matter Public Administration only got its place after publication of Wilson's article in 1887. Many prominent scholars provided their views regarding the subject. Thus, we find that the basic concerns of Public administration are:

- Structures of public organizations – dealing mainly with the manner of executive
- Administrative process– denoting the dynamic aspects of organizations such as communications, control, and decision-making.

SAQ

Do you think that Public Administration has a separate entity from Political Science? (80 words)

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Check Your Progress :

1. Explain the meaning of Public Administration as the exclusive study of the three branches of government policy.

2. Assess the contribution of Woodrow Wilson in the emergence of Public Administration as a separate discipline.
3. Trace the origin of Public Administration as an academic discipline.
4. Discuss the classical viewpoint of Public Administration. Attempt a comparative assessment of the classical viewpoint and the new administration movement of Public Administration.

1.4 Definitions of Public Administration:

As stated earlier, many prominent scholars were related to the development of the subject and their views towards Public Administration help us to understand the concept and the subject matter of Public Administration with greater clarity. Here we will discuss some important definitions given by the prominent scholars.

According to L.D.White, “Public administration is the direction, coordination and control of many persons to achieve some purpose or objectives”.

According to Luther Gulick “administration has to do with getting things done, with the accomplishment of defined objectives”. Public Administration is that part of the science of administration which has to do with the government, and thus concerns itself primarily with the executive branch of the government. For Gulick, the executive branch “where the work of government is done, there are obviously administrative problems also in connection with the legislative and judicial branches”.

According to Marshal E. Dimmock “Public administration is the fulfillment or enforcement of public policy as declared by the competent authority..... Public administration is law in nature. It is the executive side of the government.”

W. Wilson stated that Public administration “is detailed and systematic application of law. Every particular application of law is an act of administration”.

According to Simon “By Administration is meant, in common usage the activities of the executive branches of the national, state, and local governments.”

According to A. Vig, “Public administration is determined action taken in pursuit of a conscious purpose”. We know that Public Administration is a wider part of administration.

Piffner and Presthus define it as the organization and direction of human and material resources to achieve desired ends. According to Piffner, “Public Administration consists of getting the work of government done by coordinating the efforts of people so that they can work together to accomplish their set tasks.

Administration embraces activities which may be highly technical or specialized such as public health and building of bridges. It also involves managing directing, and supervising the activities of thousands, even millions of workers so that some order and efficiency may result from their work”. Apart from the conceptualisation of Public Administration in terms of the above definitions, we can also explore it in different contexts.

The two usages of Public Administration are:

1. It is an activity

2. It also refers to the discipline or the subject of intellectual inquiry and study. Hence, it can be said that maintaining law and order in a country is a part of public administration. Analysed in terms of the wider sense, the term Public Administration is mainly related to the governmental activities concerned with the welfare of the people. Hence, we can attempt to summarize the definitions for a better understanding of the dynamics of Public Administration. The definitions highlight the fact that Public administration is primarily related to administrative duties and public administrators work in public agencies, at all levels of government, and perform a wide range of tasks.

Public administrators collect and analyze data (statistics), monitor fiscal operations (budgets, accounts, and cash flow), organize large events and meetings, draft legislation, develop policy, and frequently execute legally mandated government activities. Regarding this final facet, public administrators find themselves serving as parole officers, secretaries, note takers, paperwork processors, records keepers, notaries of the public, cashiers, and managers. Indeed, the discipline merges with many vocational fields such as Information Technology, Finance, Law, and Engineering. When it comes to the delivery and evaluation of public services, a public administrator is undoubtedly involved as Public Administration is an integral part of a society and a dominant factor of life in modern age. It permeates all human activities necessary for human survival.

SAQ:

Do you think that the definitions discussed in this unit are adequate to help you address the dynamics of Public Administration?(80 words)

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Comparative Analysis of the Definitions: After going through the earlier section, we are already familiar with different definitions of Public Administration as evident in the writings of different scholars. A comparative analysis of these definitions highlights the diverse nature of the discipline. The scholarly debate and different interpretations of Public Administration build on the following two crucial points:

(1) The first point is whether administration is the whole complex of activities relating to a purpose or the special activity of management which is exhibited in all fields of co-operative endeavour independently of the purpose.

(2) The second point is whether Public administration is conterminous with governmental activity as a whole, or is confined only to the executive branch.

Broadly speaking the definitions of Public Administration falls under two categories. The emphasis of the first category is on the wider view of Public Administration although its activity is restricted to its scope and the second category is restrictive in view and scope. The definitions of L.D. White fall into the first category as the emphasis is on the wider view of Public Administration. White’s conceptualisation of the enforcement of public policy is helpful to understand the dynamics of Public Administration and according to him, it is not simply the managerial activity as it includes all the operations but its function is limited to the execution of policy only.

In the second category, we find the definitions concentrating on the restricted or narrow view of the nature and scope of Public Administration. Merson’s definitions of translating policies into operations and getting things done come under this category. So, we

can study these definitions as useful guides to formulate our conceptual understanding of the nature and scope of Public Administration.

As we have seen, some scholars favour the wider view and some opt for the restrictive/narrower view. Dimmock, Gulick and Simon opt for the restrictive view and repeatedly said that Public administration is the art of government. Simon also develops other relevant theories. He teaches that a strictly economic man, one who maximizes returns or values by making decisions based upon complete information in unlimited time, is unrealistic. Instead, most public administrators use a sufficient amount of information to make a satisfactory decision. On the other hand, any act of government involving the executive branch is an act of administration and is a narrower or restricted view of Public administration. As stated earlier, the discipline is closely related to our life as each step of the government towards the welfare of the people is an act of administration. Scholars like W. Wilson and Gulick dwell on this issue in their definitions of Public Administration. The definitions stated earlier show that Public Administration consists of performing the work of the government by the efforts of the people with the aim to accomplish the task through the executive branch of the government. Hence, scholars like Dimmock, Simon view Public Administration as the act of executive as the decisions made by the executive are all pervading.

On the other hand, some of the scholar relate Public Administration with all the three branches of the government. Although different conceptualisation prevails, all the scholars opine that Public Administration is the coordinating efforts of the people to achieve some common purpose. In their definitions, Public administration appears as a highly technical or specialized term aiming to embrace multiple activities. Hence, notwithstanding the different conceptualisation, we can say that there are various similarities in the definitions provided as these are concerned with the activities of government in relation to the execution and enforcement of public policy.

As evident from the above definitions, public administrators are expected to serve in a variety of capacities. In United States, the academic field draws heavily on Political Science and Law. In Europe, notably in England and Germany, the divergence of the field from other disciplines can be traced back to the Continental University Curriculum in 1720s. Formally, official academic distinctions were made in the 1890s and 1910s respectively. In United States, the

Federalist Papers referred to the importance of efficient administration at various times.

Further, scholars such as John A. Rohr wrote the long history behind the constitutional legitimacy of government bureaucracy. Apart from the definitions discussed, we need to take into consideration one minor tradition related to the study of Public Administration, ie. “public management” which specifically refers to ordinary, routine or typical management concerns in the context of achieving public good. Others argue that “public management” is a new, economically driven perspective on the operation of government. This latter view is often termed as “new public management” by its advocates. “

Stop To Consider:

Comparison between Public Administration and Master of Public Administration:

As a field of study, Public Administration can be compared to Business Administration and the Master of Public Administration (MPA) viewed as similar to a Master of Business Administration (MBA) for those wishing to pursue governmental or non-profit careers. An MPA often emphasizes substantially different ethical and sociological criteria that are traditionally concerned with the profit motive of business administrators. Again, the MPA is related to similar studies of government including public affairs, public policy, and Political Science. Differences between Public Administration and MPA often include emphasis on the program of policy analysis, techniques or other topical issues such as the study of international affairs as opposed to focus on constitutional issues such as separation of powers, administrative law, problems of governance, power and participatory democracy.

Thus, to sum up, we can say that the definition of Public administration is the domain where discussions of the meaning and purpose of government, bureaucracy, budgets, governance, and public affairs are held. In recent years, Public Administration theory has periodically connoted an orientation toward critical theory and new notions of government, governance, and power. However, some scholars of Public Administration support the classical definition of the term emphasizing constitutionality, service, bureaucratic forms of organization, and hierarchical government.

Check Your Progress:

1. What are the definitions that give you a broader view of Public Administration?
2. Name three scholars who are related with the narrower view of Public Administration.
3. Choose the correct one :
 - a. W.Wilson is related with the narrower view of Public administration.
 - b. Gulick is regarded as the father of Public administration.
 - c. Dimmock said that Public administration is an act of government.

1.5 Approaches to the study of Public Administration:

The discussion of the approaches to the study of Public Administration invites a consideration of the meaning of 'approach'. An approach can be defined as a set of ideas for the inclusion and exclusion of data for academic purpose. There are several approaches to the study of Public Administration. We can categorize these approaches into two groups- classical or ancient and modern.

There are many sub categories of these two groups and in this section we will discuss these approaches to the study of Public Administration in brief. Classical Approach: This is the oldest approach to the study of Public Administration. It mainly deals with the organizational structure and its functions. Wilson, Gulick are the thinkers related to the application of classical approach. We can categorize this approach as follows:

(a) Philosophical Approach: It is the oldest approach to the study of Public Administration. We find its root in Mahabharata, writings of Plato, Hobbes, Locke etc. This approach examines all the aspects of administrative activities and the basic aim of this approach is to find out the ideals behind such administrative activities.

(b) Legal Approach: We find the roots of the legal approach in Europe and it follows the philosophical approach. The basic theme of this approach is to legalize the activities of the government's works and this approach systematically formulates the study of Public Administration. To elaborate, generally the study of administration overlaps with studies of legal process and

institutions as there is a sense of mutual interdependence between the Law and the governmental institutions.

(c) Historical Approach: This approach seeks to recreate the segment of history and studies Public Administration on the basis of past events. As evident in this theory, we can say that “without the knowledge of history or past we cannot understand the present events”.

(d). Modern Approach: The modern approach to the study of Public Administration emerges after 1990s with the coming of behaviouralist in administration. It demands the involvement of people in administration and studies the observable behaviour of a political actor to analyse the problems of Public Administration.

It also studies the structural components of an organization and we can categorize this approach broadly into two categories:

(a) Institutional and Structural Approach: It covers the organizational settings of administration and its functions. This approach describes the organization and functions of the organization. The greatest limitation of this approach is that here, it is difficult for us to arrive at a true picture of the function of an organization in practice.

(b) Behavioural Approach: It takes into account the observable human behaviour influential in administrative matter. This approach which dates back to the 1940s, focuses on the actual behaviour of persons and groups in organizations. Herbert A. Simon and Robert A. Dahl are the pioneers of this approach to the study of Public Administration.

(c) The Case Method Approach: The case method approach to the study of Public Administration was popular in the 1930s. A case is a narration of the actual happenings of administration keeping the context and all relevant dimensions intact. This method is motivated by a commitment to the objectives and methods of the social sciences. Moreover, it is also been shaped by considerable sensitivity to traditional concerns of the humanities and practical interest in pedagogy as against research.

Thus, we find that the overlapping of different approaches contributed to the development of Public Administration. But, it is important to note that no single approach can clearly define Public Administration as all the approaches to the study of Public Administration are interrelated.

Stop To Consider:

Human Component in Administration: Public Administration is concerned with the administrative behaviour and employee and management techniques in administration. Hence, the human factor becomes the central concern of Public Administration. In this regard humanist thinkers embrace the dynamic concept of an employee and management techniques in administration. The humanist thinkers study Public Administration on the basis of a theoretical shift away from the idea that an employee is a cog in the industrial machine. Seen in terms of the humanist notion, employees are unique individuals with goals, needs, desires, etc. We witness a shift in perspective here as rather than attempting to control and manipulate the individual to play his or her proper role, the organization and the individual become more comparable to equals negotiating terms of compatibility for the mutual benefit of one another. Denhardt rightly summarizes humanists' position in the lines "the individual may be seen as an active participant in the development of the social world, one whose needs, intentions, and self worth play a major role in determining the course of human events. Here the individual is not seen as simply a consequence of social forces operating in the environment but is accorded a far more active and creative role". Humanists argue that employees must be satisfied and happy to be efficient, effective, and productive. This perspective incorporates empirically based group and individual psychology from Abraham Maslow and Golenbiewsky. Thus, you are able to find out the importance of human component and management techniques in administration.

1.6 Nature of Public Administration:

Managerial view and Integral View After analyzing the different approaches to the study of Public Administration, in this section we will discuss the nature of Public Administration in the context of Integral and Managerial views. These two different views- integral and managerial are instrumental for a proper understanding of the nature of Public Administration and we will discuss the nature of the discipline basically in terms of these views. (Seen in the context of the Integral view, administration appears to be an integrated endeavour, the sum total of the entire activities- manual, clerical, technical and managerial etc. undertaken in the pursuit of an objective in view.

Thus, we can say that the integral view of Public Administration aims for an integrated administration by counting the work of all persons,

ranging from the lowest to the highest working in an organization as part of administration. According to L. D. White, one of the scholars in favour of this integral view, “Public Administration consists of all those operations having for their purpose the fulfilment or enforcement of public policy”. So, from the definitions we find that Public Administration covers multitude of operations in many fields. On the other hand, seen in the context of the managerial view, we find that it studies the work of the persons engaged in managerial functions in an organization as constituting administration as the main task of management is to unite, control and coordinate all those operations undertaken in an organization. Thinkers like Simon, Thompson etc are important spokesmen of this view. They observe that administration is also used in a narrower sense to refer to the patterns of behaviours common to many kinds of cooperating groups. However, administration may not depend upon either the specific goals towards which they are cooperating or the specific technological methods to reach these goals. Hence, we find that the managerial view is narrower than the integral view of Public Administration.

After discussing these two views, we find that the managerial view differs from the integral view of Public Administration. To elaborate, the integral view covers the entire personnel of organizations as engaged in administration. On the other hand, as stated earlier, the managerial view holds that administration is an organization and use of man and materials in the pursuit of a given objective. Hence, administration is to be identified with the managerial techniques which are common to all organizations. Luther Gulick sums up these techniques in the acronym POSDCORB, each letter of which describes one of the seven techniques or principles of administration, namely- Planning, Organizing, Staffing, Directing, Coordinating, Reporting and Budgeting. Nevertheless, the exact meaning of administration depends on the context in which the term is used.

SAQ:

Attempt a comparative analysis of managerial and integral views and assess the nature of Public Administration. Do you think both the views are equally important to explain the nature of Public Administration? (80+60 words)

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1.7 Scope of Public Administration :

In the earlier section, we have analysed the nature of Public Administration in the context of Managerial and Integral views. The understanding of these views is instrumental to the study of the scope of Public Administration. As it is difficult to draw the boundary of Public Administration, scholars disagree regarding the scope of Public Administration. As opined by some scholars, the word “Public” before administration restricts its coverage to the administrative activities of the government as government is the only organization which incorporates within itself all the citizens living in the state.

On the other hand, some scholars argue that it is the narrower view as according to them; Public Administration is not limited to the activities of the government and its operation lies beyond the activities of the government. Thus, we find that the scope of Public Administration is not well defined owing to its ever expanding popularity. In the following sections, we will discuss the scope of Public Administration through different perspectives. As you know, Public Administration is defined as the organization and management of human and material resources to fulfill the objectives laid down by the government. Government consists of three branches— legislature, executive and judiciary. According to some scholars, Public Administration studies all the functions and activities of the three branches of government.

According to Willoughby, “the term administration may be employed in Political Science in two senses. In its broader sense, it denotes the work involved in the actual conduct of governmental affairs. It is thus, quite proper to speak of the administration of legislative branch of government, the administration of justice or judicial affairs, or the administration of the executive power as well as the administration of the affairs of the government generally. In its narrowest sense, it denotes the operations of executive branch only”. Luther Gulick, on the other hand has said that Public Administration deals only with the executive branch. He crystallizes round the functional elements indicated by the letters of the word POSDCORB discussed earlier.

These activities represent the techniques common to all fields of administration or management. Thus, here we find the two important views regarding the scope of Public Administration. The narrower view is related to the executive branch of the organization and the other view is related to the operation of all the three branches of government. You know that democracy is now widely accepted as a

popular form of government. A report entitled “Administrative Process in Relation to Democratic Government” submitted to the Joint University Council for Social Studies and Public Administration offers the following description of the scope of Public Administration: “The structure, organization, functions and methods of all types of public authority are engaged in administration whether national, regional or local, and whether executive or advisory. These include not only the central departments and the local authorities, but also the non-ministerial organizations, public boards and corporations”.

The functions of the administrative authorities include executive, legislative, and judicial functions which includes the various methods appropriate to different types of functions. Again, we all know that Information and Technology plays an important role in administration. Recognizing the importance of Information and Technology, the scope of Public Administration is extended to its inclusion and application. R. S. Dwivedi uses the term Management Information Systems (MIS). It means that when Information Technology is applied to the communication process in organizations, the term MIS is commonly used. MIS is commonly related to integrated networks of information for supporting decision -making in management.

Thus, outlining the scope of Public Administration seems difficult for the controversy among scholars regarding the scope of Public Administration. The scope of Public Administration is analyzed from various perspectives and irrespective of the controversy; there is mutual agreement amongst the scholars that Public Administration basically deals with governmental affairs including the three branches of government and the recent application of Information and Communication Technology.

Stop To Consider:

Public Administration is of great importance in the modern civilised world as it aims for the holistic development of the society. Public administration is the machinery used by the state to place itself in a position to make plans and programmes that can be implemented for the benefit of the citizens. Scholars, throughout the ages have recognized the importance of Public Administration and we, here offer you some scholarly elaboration of the significance of Public Administration : In the words of Prof. W.B. Donham, “If our civilization fails, it will be mainly because of breakdown of administration”. To Charles A. Beard, “Administration is the key

science of contemporary civilization.” According to En Gladden Public Administration “is a long and slightly pompous word. It permeates all human activity”. In the words of Percy Mcquen, “Public Administration is administration related to the operations of government whether central or local.”

1.9 Distinction between Public and Private Administration:

In the earlier sections of this unit, we have discussed the meaning and definitions of Public Administration as the development, implementation and study of branches of government policy. The study of Public Administration is inseparable from the study of Private Administration as the term Public Administration points out that there must be non-public or private administration too.

We know that Public Administration deals with the affairs of the government and Private Administration can therefore, be described as the branch of administration which mainly deals with private corporations or private institutions. But according to the opinion of the thinkers like Henry Fayol, M.P. Follet and Urwick, all administration is one possessing the same fundamental characteristics, and it is undesirable to separate, for purpose of study, public from the non-public or private administration. Hence, we must address the similarities between Public and Private Administration for a better understanding of the differences. Administration as a process is not simply limited to Public sector. Consequently, there exists various similarities between Public and Private Administration.

To elaborate, we can take the example of the successful operation of private administration as manifested in the operation of factories, hospitals, charitable agencies, churches, etc. Here, we can see that the effective utilization of human and physical resources is the key to successful organization and operation. Hence, we can conclude that administration is a cooperative group effort in both Public and Private settings. The administration of a large- scale business organization and the Government service is conducted in more or less the same way. Efficient administration of an enterprise both Public or Private, requires planning, organization, command, coordination and control. The skills like maintenance of files, noting, statistics, etc. are common to both the types of administration.

So, we can conclude that both Public and Private Administration share some basic common characteristics in terms of management of affairs. The distinction between public and private administration is brilliantly phrased in Simon's writing. Simon helps us to distinguish it clearly as according to him, popular imagination makes rather sharp distinction between Public and Private administration. The distinctions relate chiefly to three points:

1. Public Administration is bureaucratic, while Private administration is profit oriented in terms of its commercial operation.
2. Public Administration is political whereas Private administration is non political.
3. Public Administration is characterized by red-tapism from which Private administration is free.

As evident from the definitions, the differences between public and private administration is one of degree rather than of kind. Sir Josia Stamp offers interesting insights on the distinctions between Public and Private administration. He points out the following four points of differences between Public and Private administration

- Firstly, Public Administration is subject to the principle of uniformity which requires that in conformity with rules and precedents, administrative acts and decisions must be consistent. Public Administration must be uniform in its application to individuals and classes. But the considerations of uniformity is not a stumbling block for Private administration as it may opt for favourable treatment with particular categories of its customers without incurring blame.
- Secondly, Public Administration is subject to the principle of external financial control. To elaborate, whereas the executive does not control the finance, legislature is entitled to exert its control over finance. Such complete divorce of finance and administration does not exist in Private Administration.
- Thirdly, Public Administration is subject to the principle of public responsibility whereas the principle of public responsibility is not so important in Private Administration.
- Lastly, profit motive is the basic guiding principle of Private Administration. But the aim of Public Administration is the welfare of the people. So, the question of profit is not important.

Besides the above mentioned differences, we can also point out that Public Administration is concerned with laws and rules of the government whereas the Private Administration is concerned with

purchase, tenders, contracts etc. Nevertheless, these distinctions are not strictly applicable in present day administration. Now the theory of business concedes these points of differences in their entirety. For example, it denies that modern business has also served some need of people. The law has placed increasing restrictions on business to ensure that it makes its earnings by catering for the socially desirable needs of the people. However, these arguments are not without their force but it is still true that the mores and ethos of Public Administration have an individuality and distinctiveness sufficient to distinguish it from private administration.

Check Your Progress:

- 1 Discuss two modern approaches to the study of Public Administration.
2. How do you define the managerial view?
3. What do you mean by red-tapism?
4. Differentiate between Public and Private Administration.

1.9 Summing Up :

To conclude, we find that the concept of Public Administration is an integral part of society as it is closely related to the development of a country. Moreover, as we have discussed, the study of Public administration is related to the broad generalization of political theory dealing with justice, liberty, obedience and the role of the state in human affairs. In the various sections of this unit, we have addressed the dynamics of Public Administration in terms of elaborating its significance, nature and scope. We have also delineated the various approaches to the study of Public Administration for a better understanding of its relevance in the modern scenario. An attempt is also made to familiarise you with the current trends of Public Administration. So, the reading of this unit will help you develop the essential knowledge about Public Administration as an academic discipline. In this unit we have traced the origin of Public Administration and in the next unit of this block we will discuss the various stages of its emergence as a discipline.

1.10 References and Suggested Readings

1. Wilson, Woodrow, “The Study of Administration”, Political Science Quarterly 2, June 1887.
2. Dimmock, Dimmock and Koeing, Public Administration, New York, Rinehart Company, 1959.
3. Avasthi and Maheswari, Public Administration. Agra, 2000.
4. M.P.Sharma and B.L. Sadana, Public Administration: In theory and Practice, New Delhi, Kitabmahal, 2005.

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Unit –2: Evolution of the Study of Public Administration

Unit Structure :

- 2.1 Introduction
- 2.2 Objectives
- 2.3 Evolution of Public Administration as a field of study
- 2.4 Period I: Politics-Administration Dichotomy (1887 to 1926)
- 2.5 Period II: Principles and Science of Administration (1927 to 1937)
- 2.6 Period III: Human Relations (1938 to 1947)
- 2.7 Period IV: Administrative Behaviour (1948 to 1970)
- 2.8 Period V: New development (1970 to till now)
- 2.9 Paradigmatic Changes to Public Administration (1980 onwards)
- 2.10 Socio-Economic Changes and Public Administration
- 2.11 Public Administration: Science or Art: A Debate
- 2.12 Significance of Public Administration
- 2.13 Summing up
- 2.14 References and Suggested Readings

2.1 Introduction :

In the previous units we have discussed the meaning, definitions and origin of Public Administration. From our reading, we know that Woodrow Wilson is considered as the father of public administration. He first formally recognizes the significance of Public Administration in 1887 in an article entitled “The Study of Administration”. You are already familiar with the role of Public Administration as the driving force of a country aiming for the direction, coordination and control of many persons to achieve some purpose or objectives. Public Administration is a comparatively new subject and in this unit we shall discuss the evolution of Public Administration as a field of study through five different stages. This unit is an attempt to explain the emergence and status of Public Administration, its role in socio-economic change of a country as well as the significance of Public Administration in a modern country.

2.2 Objectives :

This unit is designed to help you address the dynamics of Public Administration by familiarising you with the broader issues related to the context of its emergence through different stages and its present status in the academia.

After reading this unit you will be able to

- describe the evolution of Public Administration as a field of study
- explain the stages of development of Public Administration
- trace the current trends of Public Administration
- discuss the role of Public Administration in socio-economic changes of a country
- analyse the significance of Public Administration in a modern country

2.3 Evolution of Public Administration as a field of study:

As you know, Public Administration is a comparatively new subject. Although as an activity Public Administration has existed in human society from time immemorial, its emergence as a branch of study and learning is rather recent. The origin of Public Administration can be traced back to the closing years of 19th century. The study of Public Administration, as pointed out by Peter Self “developed as an offshoot of political science or public law, and until recently administration as an academic discipline was the very plain stepsister of these older disciplines”. With the expansion of governmental affairs and concern for efficiency and accountability, discussion on better performance of the public sector has started. The movement for governmental reform gathered momentum especially in the US where intellectual efforts were systematically expanded for the development of an exclusive body of knowledge on the structure and functioning of Public Administration. The evolution of Public Administration as a specialized field of study falls into a number of critical stages.

We can study the evolution of Public Administration as a field of study in the following phases. Let us discuss the phases of the development of Public Administration as a field of study in the following sub sections.

2.4 Period I: Politics-Administration Dichotomy (1887 to 1926):

We have already learnt that the publication of Woodrow Wilson's essay "The Study of Administration" in the "Political Science Quarterly" prepared the ground for the evolution of Public Administration as a separate field of study. So, in the opinion of Prof. Waldo, Woodrow Wilson is rightly called the "founding father" of Public Administration. The first stage of its evolution can be termed as the era of 'Politics- Administration' dichotomy. The article written by Wilson helps to draw a sharp distinction between politics and administration by declaring that administration must steer clear from politics. According to him, Public Administration is detailed and systematic execution of public law. But the general laws are obviously outside of and above administration. Witnessing the evil procedures of American administration, Wilson tries to separate politics from administration. In United States, Woodrow Wilson is considered the father of Public Administration. The future president wrote that "it is the object of administrative study to discover, first, what government can properly and successfully do, and, secondly, how it can do these proper things with the utmost possible efficiency and at the least possible cost either of money or of energy". Wilson was more influential to the science of Public Administration than Von Stein, primarily due to the elaboration of the four concepts in the article written in 1887 which we have discussed in the first unit. However, the separation of politics and administration has been the subject of ongoing debate.

Till 1900, no significant event relevant to the development of Public Administration took place. In the later part of 1900, Frank J. Good now published his Politics and Administration where he supported the view of Wilson. He argues that politics and administration are two distinct functions of a government. According to him, "Politics has to do with policies or expressions of the State will, while administration has to do with the execution of these policies". According to him, as politics and administration serve specific purpose, they must be separated from each other to function properly. In the early part of the twentieth century, many American universities began to take active interest in the reform movement in government and thus scholars were attracted to the field of Public Administration. In 1914, the American Political Science Association published a report which delineated the objectives of the teaching of Political Science. One of the objectives, as delineated by the Association was to prepare specialist for

governmental positions. Henceforth, Public Administration was recognized as an important sub-area of Political Science.

The subject Public Administration began to gain increasing recognition in the America Universities and its study was steadily spreading to other countries. The year 1926 was an important marker in the development of Public Administration as the first book of Public Administration --- *Introduction to the Study of Public Administration* written by Leonard D. White was published in this year. This book reflects the dominant theme of the contemporary period; the emphasis of its basic premises is on the separation of politics and administration and the importance of efficiency and economy as these are the keywords of Public Administration. Thus, with the publication of Wilson's article during this period, Public Administration got its impetus in the academic field and *Introduction to the Study of Public Administration*, the first book written by L. D. White contributed to the subsequent growth of the discipline. The basic theme of this period was the belief in politics- administration dichotomy.

SAQ:

Do you think Public Administration and Political Science can be studied as separate academic disciplines? Give reasons for your answer. (60+60words)

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2.5 Period II: Principles and Science of Administration (1927 to 1937):

Public Administration emerged in USA and in the previous section we have already studied the first period of its development known as the period of dichotomy. The attempt to separate administration from politics to ensure efficiency in administration characterises the first period. In this section, we shall discuss the second period in the evolution of Public Administration. The second period in the history of Public Administration was marked by the tendency to reinforce the idea of politics- administration dichotomy and to evolve a value free

“Science of Management”. The emphasis on the principle of administration was the central thematic concern of this era and consequently the task of discovering and promoting the principles of administration was assigned to the scholars. The publication of W. F. Willoughby’s *Principles of Public Administration* in 1927 marked the opening of this period. This book indicated a new thrust of the discipline. But the ‘public’ aspect of Public Administration was virtually dropped at this stage and the emphasis was exclusively on efficiency. This period saw the publication of various significant works on Public Administration like Mary Parker Follett’s *Creative Experience*, Henri Fayol’s *Industrial and General Management*, Mooney’s *Principles of Organizations*. Scholars like Luther Gulick and Paul Appleby argued for dichotomies wholly different from Wilson’s. Gulick is often regarded as the single best spokesman of Public Administration in United States. Gulick takes recourse to many of Wilson’s themes, including a “science of administration,” increased efficiency, structural reform of the bureaucracy and augmented executive authority. The chief executive coordinates the activities of a large, complex organization such as a government. However, Gulick challenges Wilson’s strict dichotomy by suggesting that every action of a public administrator represents a “seamless web of discretion and interaction.”

Paul Appleby argued against the increasingly dominant theory that the administrators were, to some extent, neutral in terms of the execution of policy. He argued that “administrators are significant policy actors who influence the policy-making process in several different ways”. Administrators were charged with the execution of public programs, the analysis of data for decision recommendations and interpretation of law on a regular basis. Consequently, administrators influence and formulate policy regularly. Although they differ from Wilson on the issue of the complete separation of administration from politics, these scholars agree that a educated and skilled professional workforce exist and compete for public sector employment. Thus, Gulick and Appleby are the major theorists who differ from Wilson’s original theories of Public Administration. This stage can be called the stage of Orthodoxy as efforts are undertaken to delineate the boundaries of a new discipline of administrative management.

Public Administration merged into the new discipline and the questions of value were no longer relevant to the new science of administration. Discouraging politics as practiced by politicians, emphasis was given on the scientific management as the main aim of Public Administration to ensure efficiency. The influence of the studies of private firms as evident in the writings of Taylor, Fayol opened up a possibility of a new science of administrative

management that would strengthen the organization, ensure efficient operation and enhance productivity. Principles of scientific management were worked out as ready-made aids to practitioners. The administrative practitioners and the business schools emphasize the mechanistic aspect of management untrammelled by the whims of politicians and the frailties of human beings. With the publication of Luther Gulick and Urwick's papers on the science of administration in 1937, the aim of the era of 'Principles and Science of Administration' was fulfilled. In their paper, they argued that there are some principles which can be arrived at inductively from the study of human organizations. Hence, it is clear that some principles are intrinsic to the study of Public Administration. Addressing the principles Gulick and Urwick coin the acronym POSDCORB to promote the seven principles of administration. The word POSDCORB means

- P- Planning
- O- Organizing
- S- Staffing
- D- Directing
- CO- Coordinating
- R- Reporting, and
- B- Budgeting.

Thus, we find that the second period was hailed as the golden years of principles in the history of Public Administration. This was also a period when Public Administration commanded a high degree of responsibility and the consequent facilities were in great demand both in public and private administration.

Stop To Consider:

Contribution of Stein and Wilson towards the development of Public Administration as a field of study: Lorenz Von Stein, a German professor from Vienna is considered as the founder of the science of Public Administration in many parts of the world. In 1855, Public Administration was considered simply a form of administrative law. But Von Stein found this concept too restrictive and proposed the following concepts:

- Public Administration relies on many pre-established disciplines such as Sociology, Political Science, Administrative Law and Public Finance. Hence, Public Administration is an integrated science.

- Public Administrators need to be concerned with both theory and practice. Practical considerations are at the forefront of the field, but theory is the basis of best practices.
- Public Administration is a science because here knowledge is generated and evaluated according to the scientific method. Thus, you find that Stein was one of the earliest thinkers of Public Administration. But his analysis was restricted in nature and Public Administration emerged as a separate subject with Wilson's writings. Wilson was influenced by Stein and both the thinkers contributed to the study of Public Administration as a separate subject.

2.6 Period III: Human Relations (The Humanistic Challenge) (1938 to 1947):

We have already learnt the importance of various phases in the evolution of Public Administration as a separate discipline. In the first phase of its development, it was separated from politics and in the second phase its principles were formulated in the form of POSDCORB as described earlier. The third phase of its development known as the era of human relations and the era of challenges started from 1938. In 1938, Chester I. Barnard's *The Foundation of the Executive* was published and here he denied the existence of such principles of Public Administration. The famous Hawthorne experiments carried out by a group of scholars at the Hawthorne plant of the Western Electric Company in the late 1920s were significant as these experiments brought new dimensions to Public Administration by describing the factors influential to the environment of workplace and increasing productivity. We can discuss this period through the Human Relations Movement.

To start with, the Human Relations Movement prioritize the importance of the working environment for employees who operate as a socialized natural group. In this socialized natural group of the employees, the social aspects take precedence over functional organizational structures for both employees and managers. Elton Mayo, who was regarded as "the founder of both the Human Relations Movement and of Industrial Sociology" (Pugh & Hickson, 1989, P.152), propagated the idea that "workers had strong social needs which they tried to satisfy through membership of informal social groups at work place." (Nicholson, 1998, P-215). Opposing the Classical perspectives of management principles of the 'Scientific Management' and 'Bureaucracy', Mayo claimed that scientifically clarified rules, strict work procedure and incentive money payments

were not the only stimulus to inspire workers and that they were “less factors in determining output than were group standards, sentiments and security.” Thus, we find that the Hawthorne experiment pioneered a movement which came to be known as the Human Relations approach to management marking the third stage of the evolution of administrative thought. Its impact was felt much more widely on Public Administration in the post-war period.

This approach to organizational analysis drew attention to the formation and effect of work groups in the organizations, the force of informal “organization” in the formal set up, the phenomena of leadership and conflicts and cooperation among groups in the organizational settings. Besides these, humanists embrace a dynamic concept of an ‘employee and management techniques’. This requires a theoretical shift away from the idea that an employee is a cog in the industrial machine. Rather, employees are unique individuals with goals, needs, desires, etc. Instead of attempting to control and manipulate the individual to play his or her proper role, the organization and the individual become more comparable to equals negotiating terms of compatibility for the mutual benefit of one another. Denhardt aptly summarizes Humanists’ position, in which “the individual may be seen as an active participant in the development of the social world, one whose needs, intentions, and self-worth play a major role in determining the course of human events. Here the individual is not seen simply as a consequence of social forces operating in the environment but is accorded a far more active and creative role”.

On the other hand, humanists argue that the employees must be satisfied and happy to be efficient, effective, and productive. This perspective is influenced by the ideas of Abraham Maslow and Golenbiewsky, especially the study of empirically based groups and individual psychology. To summarize, we can say that according to them, employees must be able to fulfill low and mid-levels of their hierarchy of needs. Further, efficient workers create an acceptable work conditions and allow employees to develop their living conditions. It also permits some degree of self-determination and allow the employee to control his or her environment to produce some form of mutually beneficial result. Humanists thus usher in an era of ‘reality-centered’ leadership. Chris Agyris, a writer commonly associated with Business Management and also integral to the incorporation of Humanist theory in public sector management is the author of *Personality and Organization* (1957). His book is important as it provides new insight on ‘formal organizational structures’ and he argues that “formal organizational structures and traditional management practices tend to be at odds with certain basic trends toward individual growth and development.”

Check Your Progress:

1. Write true or false:

a). Lorenz Von Stein, a German professor from Vienna, is considered the founder of the science of Public Administration in many parts of the world. (true/false)

b). Simon supported the politics-administration dichotomy. (true/false)

3. Note the important publications influential to the first phase of the growth of Public Administration.

4. Discuss the principles of Public Administration as put forwarded by Gulick and Urwick.

5. Assess the role of human relations in Public Administration.

2.7 Period IV: Administrative Behaviour (1948 to 1970):

The fourth stage is known as the era of development of administrative behaviour. This stage was heralded by two significant publications in the 1940s- Herbert Simon's Administrative Behaviour and Robert Dahl's essay entitled "The Science of Public Administration: Three Problems". Significantly, in the era of development of administrative behaviour, the rigorous requirements of scientific analysis in Public Administration was given more importance. Herbert Simon rejected the concept of dichotomy and highlighted the perspective of logical positivism in the study of policy making and relation of means and ends. Thus reflecting the perspectives and methodology of behaviouralism in Psychology and Social psychology, Administrative Behaviour pleaded for scientific rigour in Public Administration and focus was given on decision making.

This era is also known as one of the crisis periods of Public Administration as the crisis of identity is still visible in the domain of Public Administration. Although scholars tried to demarcate the disciplinary boundaries, Public Administration and Political Science merged into one another. Public Administration naturally was in search of an alternative and the alternative was available in the form of Administrative Science. Here, too, Public Administration lost its distinctiveness and separate identity and merged with the wider field, i.e. Political Science. However, Simon's approach provided an alternative definition of Public Administration and widened the scope of the subject by relating it to Psychology, Sociology, Economics and

Political Science. In the development of the discipline, he identified two mutually supportive streams of thought. One aimed for the development of a pure science of administration which demanded a good grounding in Social Psychology. The second stream of thought was concerned with a broad range of values and worked out prescriptions for public policy. Analytically speaking, the second approach was all inclusive as it aimed to include the discipline of Political Science as well as Economics and Sociology.

Addressing the crisis of identity, Simon favoured the coexistence of both the streams of thought for the growth and development of the discipline. Beside Simon, Charles Lindblom also criticised the comprehensive rational model in an article, “The Science of Muddling Through.” (1959) and argued for successive limited comparison. According to Charles Lindblom “though the result of this process was not as rational or ultimately as reliable as decisions, truly rational methods, incremental decision-making is undoubtedly preferable to making a decision “off-the-cuff” or those that consume extensive resources. Incrementalism’s value lies in the realistic expectation that practitioners will be able to use it”. Thus, we find that the fourth stage of the development of Public Administration was marked by the crisis of identity as Public Administration lost the sense of distinctiveness once merged with Political Science. Still, an attempt was made to negotiate the mutually inclusive relation between the two disciplines for a harmonious cooperation.

SAQ:

Keeping in mind the mutually inclusive relation between the two disciplines, do you think Public Administration has a distinctive identity like Political Science? (80 words)

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2.8 Period V: New development (1970 to 1980):

The fifth stage of the evolution of Public Administration coincides with the general concern for public policy analysis in the social sciences. Despite the uncertainty and turmoil of the preceding period, the progress in the development of Public Administration as a discipline is visible with the beginning of the seventies. With various new developments, the fifth stage is marked by the enriched and

progressive vision. In this stage, Public Administration has become truly interdisciplinary in its nature as scholars from various disciplines start to recognise its importance and contribute to the field. Thus, the long-awaited desire for recognition is fulfilled to a great extent and the boundary of the discipline started to merge with other disciplines. The new development in the discipline of Public Administration can be discussed under the following heads:

- Normative concerns
- Inter-theoretic linkage
- Post -Weberian debate over bureaucracy-democracy relationship
- Radical critique of development administration, and
- General Marxist orientation toward Public Administration

As evident from our earlier discussion, Herbert Simon introduces the 'public policy' perspective in administrative analysis. With the abandonment of politics-administration dichotomy, the 'public policy' approach becomes intellectually easier for us. Evidence from the practical world of administration helps to reveal the close nexus between politics and administration. As government seeks to formulate and implement more programmes for general welfare, concern for policy studies in Public Administration gathers momentum. Policy analysis including implementation, monitoring and evaluation turns out to be an autonomous field. Consequently, Public Administration draws on a variety of discipline such as Political Science, Economics, Sociology etc.

2.9 Paradigmatic changes to Public Administration (1980 onwards):

With the collapse of USSR, a new trend is seen in Public Administration after 1980 leading to the hegemony of America in world economy. Along with America, most of the East European countries also established their hegemonic position in the world economy. Public Administration in various countries are influenced by this capitalist model of development that emphasises on free markets and private enterprise. The international donor agencies including World Bank are pressing hard for shrinkage of the public sphere. Another development of considerable interest is the opening up of governmental responsibilities to social groups. The non-government organizations and community based organizations are strongly supported as supplementary agencies performing much of governmental functions. The decentralization at the organizational

level has emerged as a panacea. The participation of people and decentralized governance are being advocated to make Public Administration more pluralistic and de-bureaucratized.

Towards a new Public Administration: The Honey Report on Higher Education for Public Service, 1967 and the Minnowbrook Conference, 1968 paved the way for the development of a new era in Public Administration known as New Public Administration. It seeks to broaden the scope of the subject by making it coterminous with the total governmental process, i.e. the operation of executive, legislature and judiciary. An intense sensitivity to the problems of the society coupled with the concern for the citizens is the key note of New Public Administration. Its parameters are relevance, post-positivism, morals, ethics and values, innovation, concern for clients, social equality, etc. Another development which marks the discipline of Public Administration at this stage was the emergence of the comparative method.

The American Society for Public Administration, later known as Comparative Administrative Group is set up in 1963. This institution, headed by F. W. Riggs is significant for the comparative study of the administrative system of western countries and third world countries, through which Ecology of Public Administration came into operation. Thus, this stage in the development of the study of Public Administration is marked by increasing social relevance of the discipline. Unlike the clearly defined academic boundaries in the era of politics-administration dichotomy, the boundaries of the academic field are slowly becoming blurred. Public Administration drifts towards finding practical solutions to social problems. In convergence with other disciplines, Public Administration has helped in the emergence of new movements such as the New Public Administration movement where the influence of Economics is recognised as more important.

2.10 Socio-Economic Changes and Public Administration:

You are already familiar with the different phases in the evolution of Public Administration. As evident from our discussion, the discipline of Public Administration emerges with new dimensions in every phase and the application of modern tools of administrative structure of government characterises the fifth stage. We know that the growth of Public Administration as a discipline is influenced by the experiences and practices of the developed capitalist countries like USA, UK, France etc. In other words, the contribution of the First World

countries provide the basic raw materials for knowledge-building in the field of administration.

Thus, the First World countries oriented towards development administration seek to carve out an area of inquiry into the analysis of the administrative situation in the developing countries. Now we shall discuss the role of Public Administration in the socio-economic change of a society. Seen in the context of modern society, the role of Public Administration can hardly be overemphasized. The complexities of the modern industrial and urbanized civilization leading to the ever-growing expansion of the functions of the state help to establish public administration as the stabilizing force for the entire community. As the well-being of the community is dependent on public administration, i.e. efficient governmental management, the failure of Public Administration will lead to a structural change in modern society and civilization. Prof. W. B. Donham of Harvard sums up the problem, "if our civilization fails, it will be mainly because of a breakdown of administration". Thus we can say that the future of the government and civilization rests upon the administrator's ability to ensure efficient administration competent to discharge the function of civilized society.

According to Charles A. Beard, "there is no subject more important.....than this subject of administration. The individual in the changed society is concerned with Public Administration at every turn of his life from the cradle to the grave". Again, acknowledging the requirements of social development as made explicit in the objective, Lenin forges an organic link between Economics and Politics, and between economic management and democratic development through the establishment of close bond between administration and the people. Participation of the people into administration ensures the smooth operation of democratic governance. It is essential that public administrators must know how to take the correct and timely decisions to help in the realization of organizational goals and promote public good.

Thus, it is clear that correct and timely decisions are vital in organizational set-up as the understanding of the decisions helps us to know the working of the organization. In other words, the nature and goal of an organization depend upon the decisions taken by its management and administrators. Since decision-making is the central function of administration, it has been described as the heart of administration. Herbert Simon, in his *Administrative Behaviour*, argues that every aspect of administration is related to decision-making. Consequently, decision-making occupies an important

position in Public Administration as a significant administrative process. In a rapidly changing society, citizens are expected to develop a sense of fellow feeling in addition to personal interests and emerge as a community negating the self-interest of the New Public Management. Further, public employees are influenced by the humanist management theories developed in the private and public sectors. John Gardner writes that healthy communities consisting of good community members “deal with each other humanely, respect individual differences and value the integrity of each person.” In this context smaller, intermediary institutions like churches, families, work groups, and civic associations, are also participants in the negotiation of the newly recognized space for public activity which carries tangible benefits.

Hence, the Organization thereby represents a form of “social capital.” Here, capital is that aspect of social life, like the aforementioned networks, which “facilitate the coordination and cooperation for mutual benefit.” Nevertheless, Public Administration is not merely a preserver of the civilized life. It also operates as a great instrument of social change and improvement. It is a dynamic force which fulfills the will of people. As opined by Waldo, it is a part of the cultural complex, and it is not only acted upon, but also acts. In India, the government has undertaken the stupendous task of minimising the economic inequalities and building up a socialist society free from poverty and starvation. It also aims to spread education among all, abolish untouchability, secure equality of status, rights and opportunities for women. Hence, the objective seems to bring holistic development in all sectors- social, economic and industrial. Thus, the responsibility of ensuring social changes rests on the public administration of a country. To serve the cause of social equity is to actively work for social change. Again the aggressive action oriented stance taken by the public administration aims to work for the removal of the wrongs of society and take the side of socially deprived groups. Public Administration helps us to understand the following situations in the changing society

- acceptance of inquiry based on mutual accessibility and open communication
- expanded consciousness and recognition of choice, especially the willingness to experiment with new behaviours and choose those that seem most effective
- a collaborative concept of authority, emphasizing cooperation and responsibility for others
- authenticity in interpersonal relationships.

SAQ:

Considering the changing socio-economic situation, do you think Public Administration can ensure efficiency of the administration? (80 words)

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2.11 Public Administration Science or Art:

A Debate After going through the meaning, nature and scope of Public Administration in the first unit and the evolution of Public Administration as separate branch of study in this unit, we are already familiar with the fact that Public Administration is a part of social science. Although efforts are being taken to establish Public Administration as a separate discipline, we cannot deny the fact that Public Administration is also a branch of social science. The debate concerning the status of Public Administration as a science or an art is an important issue in social sciences. A discussion of the status of Public Administration invites the knowledge of the meaning of science and arts. Art can be defined as skillful practice whereas, science is the practice of systematising knowledge. Public Administration lends itself to two usages. Firstly, it stands for the process or activity of administering governmental activities, and secondly, it is an area of intellectual enquiry. Thus, we find that Public Administration appears to be a practice in the first usage, so, it can be established as an art. On the other hand, the second usage highlights that Public Administration aims for a systematic study and consequently, it can be described as a science. As political scientists provide no uniform argument regarding the conceptualisation of science and arts, it is difficult to find out whether Public Administration is science or art. Scholars like Wilson, Urwick adopt the view that Public Administration is a science. Wilson emphasises on the study of Public Administration on the basis of its principles different from the principles of natural sciences. We all know that Political Science is regarded as the “master science” by its founding father Aristotle. Being a part of Political Science, according to Wilson Public Administration also acquires a scientific basis. W. F. Willoughby also supports this view. He asserts that like the natural sciences, the fundamental principles of general applications are also present in administration. But it is important to remember that a discipline is not entitled as ‘science’ simply by the existence of a body

of principles. For this, first of all it has to prove that it has developed a set of principles, and these must have uniformity and universal acceptance.

Like all the other social sciences, Public Administration also deals with human behaviour which is not static. So, individuals behave in different ways in different environments and situations. In this context, Public Administration loses its characteristics of science. It may, however, be pointed out that all parts of Public Administration are not actively concerned with human behaviour. For example, individual behaviours in Financial management particularly accounting and auditing is an area, where the behaviours of accountants may not be an important concern. Those who support Public Administration as an art argued that like other social sciences, Public Administration is also “culture bound”. Public Administration has had its growth in the cultural framework of the West. As such, its findings and principles may not be valid in the entire world, where different culture prevails.

As we know, Public Administration has vital interaction with its social framework, principle of Public Administration is unlikely to be transplanted in another society. In this sense, Public Administration is an art and not a science. Thus, we find that there is disagreements among the social scientists regarding the status of Public Administration as an art or science. But it is true that no social science including Public Administration, which studies human behaviour can claim the degree of precision and infallibility of physical science. Hence, we can say that Public Administration is not a natural science. However, some part of Public Administration mechanized due the influence of modern technology can be classified as science. Thus we find that Public Administration is partly an art and partly it is a science.

Stop To Consider: Development Administration: A New Trend in Public Administration We know that development simply stands for growth. But in recent years it has acquired highly complex connotations. It is also considered as a symbol of modernity. Recently a new phenomenon known as Development Administration has emerged in the study of Public Administration. Development Administration ordinarily involves the establishment of machineries for planning, economic growth, mobilization and allocation of resources to expand national income. But the scholars of Public Administration define Development Administration as a study of innovative value which embraces an array of individual functions. These functions are undertaken by developing countries for well-being of the citizens as well as modernization and industrialization. In short, Development Administration is essentially a concept of administration which is action oriented rather than structure-oriented. Thus you find

that Public Administration now deals with the overall development of a country. In the modern world, its scope is expanded to all the activities of a nation towards achieving national interests.

Check Your Progress:

I. Fill in the blanks:

- a. Minnowbrook Conference was held on_____.
- b. The Honey Report on higher Education for Public Service was published on_____.
- c. The American Society for Public Administration was established in the Year_____.

II. What are the significant developments in Public Administration during 1970 to 1980?

III. How do you visualize the paradigmatic changes in Public Administration after the emergence of New Public Administration?

2.13 Summing up:

After going through this unit, you must have gained a comprehensive knowledge of the evolution of Public administration as a field of study. Public Administration is an integral part of a society and a dominant factor of life in the modern age. With the hallmark of ‘Public Accountability’ Public Administration has bypassed different phases of time marked by turbulence, instability and confusion. Now, we find that Public Administration registered its progress with an enriched version and becoming a truly interdisciplinary in nature. You have also learnt that new trends were visible after the Minnowbrook Conference of 1968 on Public Administration. It leads to the development towards a New Public Administration mainly concerned with the structural and functional analysis of bureaucracy. When a country changed itself as welfare country, the responsibility to carry the administration on the continuous basis rests on Public Administration. However, there debates are on regarding the status of Public Administration as science or arts. In this regard, we can point out that like all other social sciences Public Administration also deals with the observable behaviour of human beings. So, it is difficult to conclude that Public Administration is a true science. On the other hand, seeing the requirements and facilities used by the Public Administration we cannot deny its status as a science. As stated in the objectives of the units of this block, you can find that Public Administration is an

essential element of national integration and a powerful stabilizing force in a society.

2.14 References and Suggested Readings

1. Wilson, Woodrow, “The Study of Administration”, Political Science Quarterly 2, June 1887.
2. Appleby Paul, H. Policy and Administration, The University of Alabama Press, Alabama, 1949
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Unit 3: New Public Administration

Unit Structure :

- 3.1 Introduction
- 3.2 Objectives
- 3.3 Meaning of New Public Administration
- 3.4 Development of New Public Administration
- 3.5 Differences between Old and New Public Administration
- 3.6 Goals of New Public Administration
- 3.7 Features of New Public Administration
- 3.8 Importance of New Public Administration
- 3.9 Summing Up
- 3.10 Reference and Suggested Readings

3.1 Introduction

In the earlier sections, we have discussed the classical viewpoint of Public Administration. Public Administration as a discipline is in the process of evolution. The dependence of the society on its administration makes it crucial for the holistic development. Now Public Administration enters in every sphere of human life. New theories of Public Administration have emerged during the later half of the twentieth century. To elaborate, new frameworks increasingly acknowledge that government is seen by citizens through administrators, front line, service deliverers. These are the employees that execute decisions by elected officials. As a result the nature and scope of public administration is also widening.

In the late 60s, a new movement was beginning in USA which was marked as New Administration movement. It sought to broaden the scope of the subject by making it conterminous with the total governmental process, i.e. executive, legislature and judiciary. In this Unit we shall discuss the meaning as well as Development of New Public Administration.

3.2 Objectives:

New public Administration emerged in new environment. It focuses less on bureaucratic structure and emphasises more on making it people and society oriented. Reading of this unit will help you to

- Discuss the meaning of New Public Administration
- Analyse the development of New Public Administration
- Examine the importance of New Public Administration

3.3 Meaning of New Public Administration:

In the previous units we have discussed the Meaning, Nature and Scope as well as Growth of Public Administration. We have learnt that administration literally means management of affairs whether it is public or private. In terms of Political Science, 'administration' means the sum total of the activities undertaken to implement public policy or policies, to produce some services or goods for the better endurance of its citizens. However, because of certain situations Public administration underwent some changes for which New Public Administration emerged.

If we analyse the emergence of New Public Administration it is found that after the Second World War, the America witnessed new problems arising out of politics-administration dichotomy in the domain of public administration. During this period, new nations started emerging with new socio-economic and cultural background. These nations were fighting with socio-economic problems like poverty, unemployment backwardness etc. it was difficult for the traditional notion of public administration to address these new problems. Thus, the newly emerging situations demanded certain changes in the understanding of public administration. Further, in the 1960s and early 1970s there were periods of turbulence, instability and confusion in the West, particularly in the United States. In this period like other social sciences public Administration was also influenced.

Earlier, Public administration was mostly concerned with 'economy' and 'efficiency' which later believed to become inadequate definition of administrative activity. In the course of time, it was realised that it is not possible to test efficiency in mechanical terms in case of human beings which stands at the centre stage of public administration. Again, there was a craze for making public administration value free and to make it a science. However, later it was realised that since public administration belongs to social science, it is difficult to make it

completely value-free. Rather, to make it more meaningful and socially viable, public administration should be made value-oriented.

Therefore, New Public Administration seeks to broaden the scope of the subject by making it conterminous with the total governmental process, i.e. the operation of executive, legislature and judiciary. An intense sensitivity to the problems of the society coupled with the concern for the citizens is the key note of New Public Administration. Its parameters are relevance, post-positivism, morals, ethics and values, innovation, concern for clients, social equality, etc. Another development which marks the discipline of Public Administration at this stage was the emergence of the comparative method.

3.4 Development of New Public Administration

In the Second unit of this Block we have studied at length the growth of Public Administration and different stages of its development. We have already learnt that The Honey Report on Higher Education for Public Service, 1967 and the Minnowbrook Conference, 1968 pave the way for the development of a new era in Public Administration known as New Public Administration. In the Minnowbrook Conference the younger generation gathered and expressed new and bright ideas. The Minnowbrook Conference expressed dissatisfaction with the state of the discipline of public administration and tried to give a new image by discarding traditional concepts. It mainly emphasised on how to make public administration more responsive to the problems of the 'turbulent times'.

Honey Report of 1966 pointed out various shortcomings of Public Administration. They are—

- i). Institutional Shortcomings
- ii). Inadequate Funds
- iii). Lack of communications between scholars and administrators.

One must remember here that during the period of 1960 and 70s many environmental changes were taking place in America. There were growing social tensions and unrest in the society mostly among minority groups, and the unemployed. It was challenge for the leaders and administration to deal with these types of unrest. There were discussions and public debates to solve these new challenges. Suggestions and recommendations were made to make changes in policies and institutions to cater to the needs of the new societal demands.

Philadelphia Conference also mentioned about the changes taking place and the need to bring reformations. The concept of welfare of state has increased the functions of the state manifold. Consequently, the functions and responsibilities of government have also increased significantly. It was also argued that since changes were taking place in the society continuously it would be wrong to keep the scope of public administration under rigid water tight compartment. Rather, there should be flexibility to adapt it to the changing society.

Hence, the New public Administration as the name says connotes a new trend in the area of Public Administration. Here we can mention the names of two books which significantly contributed towards the growth of New Public Administration. These books are ----

- i). "Towards a New Public Administration: The Minnowbrook Perspective", published in 1971 and edited by Frank Marini.
- ii). "Public Administration in a Time of Turbulence" edited by Dwight Waldo.

The young thinkers who tried to develop a New Public Administration dealt with the problem of inefficiency in administration and challenged the ideological notions of Public Administration. Their emphasis was on the four principles of relevance, values, equity and change. Their motto was to work actively for social changes and to attain social equity. This was an aggressive action-oriented notion which motivated public administration analysis to work for the development of the deprived groups of the society.

One of the characteristic features of public administration had been hierarchy. It also emphasised on perfection. But such characters had made public administration irrelevant for the rapidly changing society. There were demands for more and more flexibility.

The Philadelphia Conference also brought to the notice of all newly emerging problems like unemployment, poverty, environmental pollution etc.

There should be equity to balance socio-economic disparities in the society. There should be provision for people's effective participation in administrative decision making.

Public administration should be sensitive towards social issues and therefore training programmes besides emphasising on management abilities should also include such topics.

In 1967 Minnowbrook Conference again critically reviewed the relevance of the study and practice of public administration in terms of rapidly changing environment and the new challenges the society and the administration was facing. The young scholars advocated for normative approach in place of value free study. Further, they were of

the opinion that the government administration should put more emphasis on reduction of sufferings of the people –be it social, psychological or economic.

Stop To Consider:

Important Publications Contributing Towards New Public Administration:

- Public Administration in Time of Revolutions by Dwight Waldo published in 1968
- Towards a New Public Administration : The Minniwbroom Perspective written by Frank Marini in 1971
- Public Administration in a Time of Turbulence by Dwight Waldo published in 1971
- New Public Administration written by George Frederickson and published in 1980

3.5 Differences Between Old and New Public Administration :

As we have already discussed that New public administration is a movement against the old or traditional public administration. Therefore, it sought to bring out some changes in the traditional pattern of Administration. Let us now find out the major areas of differences between the two.

- While old public administration was characterised by rigidity, New public administration focuses on flexibility.
- Old public administration is said to be more structured. But, New public administration is dynamic.
- Old public administration is more concerned with Principles and maintains status quo, But the New public administration is change oriented.
- The old public administration is mainly profit-oriented, while the New public administration is client oriented.

3.6Goals of New Public Administration

New Public Administration mainly examines how administrative work can be done differently to lessen bureaucratic tendencies and red-tapism in government institutions. Further, the New Public

Administration aims at breaking the perpetual institutions which are gradually becoming the centres of power in the society.

New Public administration made efforts to be anti-hierarchical, and anti-technical and less bureaucratic. It seeks to be more responsive to the ever-changing needs of public and society.

- **Relevance:** Efficiency and economy are hall marks of public administration. But the goal of New Public administration should be to deal with political and normative implications of all administrative actions.
- **Social Equality:** One of the major goal of New Public administration is to establish social equity. It is realized that there are many differences in the society which resulted in the formations of different classes or groups. Therefore, the new Public administration should aim at establishing equity so that the problems of the disadvantaged group can be addressed. The goal of New Public Administration should be to eradicate the economic, social and psychological suffering of the people.
- **Change :** New Administration should regard Change as inevitable as it keeps the society moving. It also believes that, continuous changes prevent misuse of powers by any dominant group.
- **Values:** New Public administration is not characterized by mad craze for scienticism. Therefore, it seeks to make public administration value –oriented to make it people friendly and work for the betterment of the downtrodden classes.
- **Client Focus:** New Public Administration should focus on the need of the clients/citizens.
- **Management-Worker Relations:** It is already mentioned that Management –employees relation is a major concern of New Public Administration.
- **Stress on decentralization of administrative process:** New Public Administration strives to establish people- centric administration through decentralizing administrative work.

These are considered as the Goals of New Public Administration.

3.7 Features of New Public Administration:

From the above discussions we are clear that the NPA marked a significant departure from the old or classical public administration while keeping the basic functions of administration similar. The New

Public Administration emphasizes on making public administration more people oriented. With the aim of establishing equity, the New Public Administration should be more responsive to the changes in the surroundings.

The important Features of New Public Administration are as follows :

- New Public administration is more prescriptive than descriptive.
- The advocates of New Public administration believes that since public administration deals with human society, it would be wrong to make it value-neutral. Rather they emphasis on value –laden public administration to make it more people oriented.
- Flexibility and dynamism are the important features of New Public Administration. Since human society is changing, therefore public administration cannot be kept in a water-tight compartment or cannot stick to rigid rules only. It has to be flexible and adaptive to the changes in the society.
- New public administration ensures effective participation of the people in the decision making process of public administration.
- Rationality in administration is another important feature of New Public Administration.
- Emphasis on establishing cordial relationship between management and workers.
- There should be decentralization of authority and modifications of hierarchy

3.8 Importance of New Public Administration:

From the above discussions it is clear to you that New Public administration has given a new dimension to Public administration. It has tried to erase many of the defects public administration was facing. This thinking has become a movement which helped in making public administration people- friendly and people oriented.

Public administration which was mainly concerned about the administration of the west and particularly USA faced many challenges in the wake of emergence of new independent developing nations across the globe. New public administration thus brought qualitative changes in the administration and made it free from red-tapism and other bureaucratic defects. It has given a new dimension to public administration by adding different components like ethics, values, participation, social problems, equity, development and participation.

Check Your Progress:

1. Explain the major features of New Public Administration
2. What are the goals of New Public Administration? Explain. \
3. Discuss briefly the development of new Public Administration.
4. Make a list of differences between New Public Administration and Old Public Administration.

3.9 Summing Up:

In this unit we have discussed about New Public Administration. From the discussions we have learnt that new public administration is Post Second World War phenomenon which became a movement in the 1960s and 1970s. The newly emerging environment and social and administrative problems have been responsible in the growth of new public administration. In this regard we must mention the Honey Report, Philadelphia Conference and Minnowbrook Conference which ultimately paved the way for the growth of New Public Administration. Reading of this unit has also helped you in understanding the features and goals of New Public Administration.

3.10: Reference and Suggested Readings:

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Unit 4: New Public Management (NPM)

Unit Structure:

- 4.1 Introduction
- 4.2 Objectives
- 4.3 Genesis of New Public Management
- 4.4 Concept of New Public Management
- 4.5 Different Aspects of New Public Management (NPM)
 - 4.5.1 Major Components of New Public Management (NPM)
 - 4.5.2. 'Five fundamentals' or five 'A's of NPM as developed by Nicholas Henry
- 4.6 Salient Features of New Public Management
- 4.7 Implications of the New Public Management
- 4.8 Summing up
- 4.9 References and Suggested Readings

4.1 Introduction

As we all know that the main emphasis of public administration has always been centred on some elements like working for the fulfilment of public interest, assuring some cardinal principles of good governance like equity, responsiveness, representativeness, etc. to all the citizens and so on. All of you must have heard about the concept of 'globalization' and different impacts of it and changes brought about by the process of globalization across the globe. This process of globalisation has impacted the field of public administration also and it wanted to reinvent public administration by directing it towards the road of management orientation. New Public Management (NPM) perspective contributed a lot in this regard. Here, in this unit we would be discussing about the concept of NPM, its different features and components and implications as well.

4.2 Objectives

After going through this unit you would be able to know about the following issues

- Origin and development of New Public Management

- Conceptual understanding of New Public Management
- Major components and different features of New Public Management
- Implications of the New Public Management

4.3 Genesis of New Public Management

In the process of evolution of Public Administration, New Public Management can be considered as the latest development. Christopher Hood used the term New Public Management for the first time. He used the term in his article entitled “A Public Management for All Seasons” which was published in 1991. Moreover publication of the book “Reinventing Government” in 1992 by David Osborne and Ted Gaebler also paved the way for the development of New Public Management. In fact publication of this book heralded the birth of NPM. NPM is said to be representing the second reinvention in public administration, the first reinvention was represented by the emergence of New Public Administration in the late 1960s.

New Public Management has been given different names by different scholars. Pollitt called it as ‘managerialism’, David Osborne and Ted Gaebler called it as ‘entrepreneurial government’, Lan and Rosenbloom called it as ‘market-based public administration’, U.A.Gunn called it as ‘third way’ between public administration and private administration.

It can be seen that in the early 1980s administration faced serious challenges and pressures. Such challenges were mainly resulted from reduction of dependence on bureaucracy, reducing expansion of public expenditure, looking for some new alternative ways for public service delivery, etc. NPM basically suggests some reform measures to be adopted by the public sector management in the organisation and management of its affairs. Its primary emphasis is on organising and providing public services to the people by using different market mechanisms. In the early years of 1980s there was rise of extensive criticisms against public sector and bureaucracy due to expansion of government into many areas and consumption of scarce resources. It was viewed that such expansion could have been restrained by giving some areas to the private sector. During that period, bureaucracy was seen as excessively unmanageable, unresponsive, inefficient, ineffective, and unable to withstand the competition.

STOP TO CONSIDER

- New Public Management is the latest development in the process of evolution of Public Administration.
- The term New Public Management was used by Christopher Hood in his article entitled “A Public Management for All Seasons” in 1991.
- In 1992 publication of David Osborne and Ted Gaebler’s book “Reinventing Government” also contributed towards the development of New Public Management.
- NPM suggests some reform measures to be adopted by the public sector management in the organisation and management of its affairs.

SELF ASKING QUESTIONS

Question 1: What are the different names for New Public Administration?

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4.4 Concept of New Public Management

In simple terms, New Public Management can be considered as a way of management that represents some sort of synthesis between public administration and private administration. Basically it uses principles and techniques of administration from both public and private administration. It is said that New Public Management takes ‘what’ and ‘why’ from public administration and ‘how’ from private administration or business administration.

Different scholars in the field define New Public Management in a variety of ways, hence a lot of interpretations can be found regarding the meaning of the term. Simply it can be defined as a “new set of experiments in public sector management informed with the market principles of efficiency and economy to make ailing public sector effective”.

Although New Public Management has many objectives, three most significant objectives can be represented through 3Es, which means ensuring economy, efficiency and effectiveness. The aim of economy here refers to eradication of misuse and waste, efficiency here means

providing efficient delivery of services and effectiveness means ensuring target-based achievements within a stipulated time period.

New Public Management primarily provides the ways to face the new challenges brought by the process of globalisation, liberalisation and privatisation. It suggests different ways regarding the organisation and management of public sector along with changes that should be emphasised in this regard. New Public Management demands a kind of change in the role of the state in society and economy. It advocates that greater role of the state should be replaced by greater role of the market in regulation and management of society and economy. New Public Management emphasises that the role of the state should be changed from 'doer' to 'distributor' of public services. It advocates that state should become a facilitator and promoter of change in the society.

New Public Management put emphasis on some very significant issues such as-performance appraisal, managerial autonomy, cost-cutting, financial incentives, output targets, innovation, responsiveness, competence, accountability, market-orientation, quality improvement, contracting out, flexibility, competition, choices, information technology, debureaucratisation, decentralisation, down-sizing, entrepreneurialism, etc. It analyses public administration from managerial angle and applies management solutions to problems, concerns and issues of public administration.

STOP TO CONSIDER

- New Public Management is a way of management that represents some sort of synthesis between public administration and private administration.
- New Public Management takes 'what' and 'why' from public administration and 'how' from private administration or business administration.
- Three most significant objectives of New Public Management can be represented through 3Es, which means ensuring economy, efficiency and effectiveness.
- New Public Management advocates that in regulation and management of society and economy, greater role of the state should be replaced by greater role of the market

SELF ASKING QUESTIONS

Question 1: What do you understand by New Public Administration?

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4.5 Different Aspects of New Public Management (NPM)

Now we will discuss some of the major aspects of NPM.

4.5.1 Major Components of New Public Management (NPM)

Major Components of New Public Management (NPM) can be discussed as follows-

- NPM gives emphasis on direct involvement of professional management in public sector management.
- NPM supports defining some clear parameters and standards of performance. Simply it advocates clear expression of definitions regarding the goals, targets, and indicators.
- NPM gives more importance on output or the result than the procedures of doing tasks.
- NPM wants a kind of change in the huge structures in the public sector. It wants that such huge structures should be changed into 'manageable' small units.
- Another significant component of NPM is that it wants to bring competitive spirit in the public sector enterprises. It holds that competition brings down the cost of products and ensures quality service and efficiency at the same time.
- NPM always favours application of private-sector management style and tools in the public sector for getting better results and improve the condition of public sector units. It holds that the kind of hierarchical bureaucratic management technique used in the public sector is very counterproductive. Hence, NPM suggests that public sector should borrow management techniques from the private sector for getting better outputs.

- NPM gives emphasis on economic use of resources so that best results can be achieved by using resources efficiently. For this purpose, NPM stress on application of some principles like cutting direct costs, raising the level of labour discipline, etc.

STOP TO CONSIDER

- NPM emphasises on direct involvement of professional management in public sector management.
- It advocates that there should be clearly defined goals, targets, and indicators in organisation.
- It gives more importance on final output than the methods of doing tasks.
- It emphasises on bringing competitive spirit in the public sector enterprises.
- It favours application of private-sector management style and tools in the public sector to get better results.
- NPM gives emphasis on economic use of resources so that best results can be achieved by using resources in an efficient way.

SELF ASKING QUESTIONS

Question 1: Do you think that New Public Management can provide us with an efficient way of management?

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4.5.2. ‘Five fundamentals’ or five ‘A’s of NPM as developed by Nicholas Henry:

Nicholas Henry developed five fundamentals of NPM such as

- *Alertness:* Government should always ready to solve problems beforehand so that the problem can be sorted out before the problem actually hit the system, not the other way round.
- *Agility:* This principle holds that Government should be responsive and it should be ‘entrepreneurial, open, and communicative’.

- *Adaptability*: This principle demands that government should have the ability to continuously engage itself in the process of quality improvement of its services so that it can adjust with changing demands.
- *Alignment*: This principle holds that to achieve different social goals government should work together with other government, non-governmental, and civil society organizations.
- *Accountability*: Finally government should have a comprehensible and convincing mission with definite goals that focuses on the needs and concerns of the people.

STOP TO CONSIDER

Five fundamentals’ or five ‘A’s of NPM as developed by Nicholas Henry are like Alertness, Agility, Adaptability ,Alignment and Accountability.

SELF ASKING QUESTIONS

Question 1: How according to you Nicholas Henry’s five fundamentals of NPM are significant?

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4.6 Salient Features of New Public Management

On the basis of analysis of the above components the following features of the NPM can be identified:

- **Restructuring the organizational structure in a new and improved form:** NPM proposes a thorough organizational revamping so that organizational structure will become conducive for organizational leadership. Organizational restructuring includes simplifying organizational procedures, flattening of hierarchies, and so on.
- **Empowerment of citizens:** One of the most significant characteristic of NPM is its emphasis on empowerment of citizens. In this context NPM differs from traditional public sector in many respects. It brought about a significant change to the perception of public bureaucrats regarding citizens. Firstly, NPM considers citizens as ‘active customers’ and they need to

be always kept in good humour. Moreover NPM started considering citizens as active recipient of public services having freedom of choice. They can choose according to their choice. Besides, citizens will raise their voice against any discrepancy regarding public services. These aspects were missing in traditional public sector.

- **NPM wants to ensure greater autonomy for public sector manager:** NPM gives emphasis on providing a more autonomous work environment to the public sector managers. Public sector managers usually work in a different work environment from the private sector managers. Public sector managers have to work within the confines of different laws and rules and hence their innovative ideas do not get adequate attention. Moreover, it lacks an environment of free deliberations. NPM wants to remove such shortcomings by giving autonomy to the public sector managers.
- **Application of detailed performance measurement techniques:** Another significant aspect of NPM is its application of performance measurement techniques in a rigorous way. Performance measurement techniques are not new to private sector management, but its application has started in the public sector recently. TQM, counter services, citizen's charter, etc, are some examples of performance measurement techniques.
- **Disaggregation of public bureaucracy:** One of the most significant aspects of NPM is that it suggests disaggregation of public bureaucracies into agencies. These agencies will deal with each other in a user-pay basis. The reason behind suggesting such disaggregation is that public bureaucracy has a weird capacity of expansion and wastefulness. The public choice theorists show how bureaucracy has expanded and eaten out the vitals of a given society. Parkinson has explained the details of bureaucratic expansion by his famous Parkinson Law.
- **Cost-cutting:** It is another significant aspect of NPM. It calls for economy in public sector and advocate this principle to meet its aims. NPM was inspired by New Right philosophy and promoted cost-cutting in public sector.
- **Goal-orientation** is another significant feature of NPM. It determines goals and work towards accomplishing it within a stipulated time period.
- **Advocates use of quasi-markets and contracting out technique:** NPM also wants to ensure better management of the

public sector. Hence it supports and advocates quasi-markets and contracting out techniques to meet its goals.

- **Emphasis on managerial support service:** Another significant feature of NPM is its support towards managerial support service. Managerial support service helps public sector managers in accomplishing its predetermined targets. This managerial support service means undertaking some selected policies, which is collectively called as human resource management. Through this principle, it wants to draw best talents from the market in the public sector by offering attractive salary, perks, incentives, and other benefits. What is more important in this regard is NPM also supports providing regular periodic skill-improving training to enhance the competitive edge of the man power.
- **Organizational and spatial decentralization:** NPM also calls for decentralization of governance. Hence it advocates all kinds of organizational and spatial decentralization.

STOP TO CONSIDER

New Public Management has many significant features such as

- It wants to restructure the organizational structure in a new and improved form.
- It wants to work for the empowerment of citizens.
- It wants to ensure greater autonomy for public sector managers.
- It supports application of detailed performance measurement technique.
- It supports disaggregation of public bureaucracy.
- It supports cost-cutting, goal-orientation.
- It advocates use of quasi-markets and contracting out techniques.
- It emphasises on managerial support service and organizational and spatial decentralization.

CHECK YOUR PROGRESS

1. Discuss about the main features of NPM.
2. How can NPM be an effective measure towards empowering citizens?
3. Examine the concept of New Public Management.
4. Discuss the silent features of New Public Management.
5. Analyse the implications of New Public Management perspective.

4.7 Implications of the New Public Management

As of now we have discussed about the concept of New Public Management, its emergence, its different components and salient features as well. Undoubtedly introduction of New Public Management to the field of administration had some implications and impacts on the whole administrative system. Here, in this section we are going to discuss about the consequences of the initiation of New Public Management in the field of administration.

New Public Management has brought about many significant changes to administrative system across the globe. In fact it brought about many reforms in the field of administration. According to Ghuman, New Public Management has led to five different categories of administrative reforms such as

- i. *Reorganization and downsizing of government:* Although it cannot be said directly that NPM advocates downsizing of government but the way it prescribes detailed reorganization and restructuring indirectly leads to downsizing of government. Hence it can be considered as a significant implication of New Public Management.
- ii. *Performance-based organization:* Another significant implication can be said to be the importance given on performance of an organisation. Due to the adoption of the New Public Management principles public sector management started considering performance as the basis of organization.
- iii. *Creation of Senior Civil Services (SCS):* Under NPM the idea of unified civil service is rejected by separating policy from administration. For effective implementation of policies, NPM proposed to contract out service delivery functions to non-governmental or quasi-governmental agencies and private service providers, saving the major policy-making functions for core departments to be manned by seasoned public servants. Hence, it recommends forming a cadre of SCS based on written employment contracts and partly performance-based pay for effective formulation of public policies.
- iv. *Adoption of private sector styles of management practices:* Another most important implication of NPM is the adoption of private sector managerial practices in public sector management. NPM calls for greater

combination and cooperation of different principles and techniques of public and private sector management.

- v. *Customer-driven administration*: One of the most noteworthy and positive implications of NPM is its customer oriented motive. It impacted on the overall process of governance and transformed the administrative system into a more customer oriented service provider. New Public Management brings concerns of the citizens to the fore and considers citizens as the centre of discourse. Providing satisfactory services to Customers is becoming the hallmark of public service. A number of initiatives such as, Citizen's Charter, citizen's report card, have been introduced to satisfy the needs of the customers.

STOP TO CONSIDER

Implications of NPM

- Reorganization and downsizing of government
- Performance-based organization
- Creation of Senior Civil Services (SCS)
- Adoption of private sector styles of management practices
- Adoption of private sector styles of management practices
- Customer-driven administration

SELF ASKING QUESTION

- Analyse the impact of New Public Management perspective.

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4.8 Summing Up

NPM brought a new pace to the development of public administration. It basically wanted to create a kind of synthesis between the principles and methods of public management and private management. Thus it wanted to give a new direction to public administration by bringing effectiveness and efficiency to it. In this whole process public administration was impacted in a variety of way as discussed above.

Although NPM brought changes to the field of public administration, it accepts even the negative features of private management uncritically. It must be said that major problems in public administration, at least partly, are political. NPM has a tendency to overlook this major fact and over-simplified solutions to problems of public administration which are complex and elaborate in nature. Apart from that, NPM cares little of administrative ethics which is the cornerstone in the management of public affairs. That is why NPM can be considered as amoral. Nevertheless one cannot overlook the fact that NPM has many positive elements. There are elements of truth in its criticism of the classical public administration. In the same way, its concern for the citizen is righteous and deserves appreciation.

4.9 References and Suggested Readings

- Chakrabarty, Bidyut, 2012, Public Administration in a Globalizing World: Theories and Practices (Bidyut Chakrabarty, Prakash Chand, with assistance from Arindam Roy), Sage Publications India Pvt Ltd, Delhi.
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Unit 5: Importance of Public Administration

Unit Structure:

5.1 Introduction

5.2 Objectives

5.3 Importance of Public Administration

5.3.1 Importance of Public Administration as a subject of study

5.3.2 Importance of Public Administration as an Activity

5.4 Importance of Public Administration in Developing Countries

5.5 Summing Up

5.6 Reference and Suggested Readings

5.1 Introduction:

In the previous units of this block we have studied the meaning, nature and scope as well as development of public administration. Besides, we have also learnt the concept of New public Administration as well as New Public management from the previous units. Therefore, after going through the first four units of this block we are now clear about the meaning of Public administration, its nature, and scope as well as newly emerging trends in public administration. We have also learnt that with the spread of the concept of welfare state the functions of the state increased manifold. With that the scope of public administration is also widened. Woodrow Wilson is of the view that study of administration assumed importance due to growing complexities of the society as well as increase in the functions of state. In a modern industrialized society, we find that the state government is responsible to function as the stabilizing force for the entire community. Hence, we can say that if public administration of a country falls, then the whole country will collapse like the house of cards. In the words of Prof. W.B. Donham, "If our civilization fails, it will be mainly because of the breakdown of administration. The individual in the modern society is concerned with Public Administration at every turn of his life from the cradle to the grave. Indeed it would be difficult to imagine what life would be in the absence of protection and amenities provided by Public Administration, it certainly not be a civilized life".

In this unit we shall discuss the importance of public administration in the day to day affairs of human life.

5.2 Objectives

Administration is required in different organisations of the society. Proper administration helps in the growth of an organisation. In the words of Paul H. Appleby, “Administration is the basis of government. No government can exist without administration. Without administration government would be a discussion club, if needed, it could exist at all.” Public administration deals with the acts of government and performs a number of functions. It helps in effectively implementing and monitoring policies of government. We as citizens are directly or indirectly are related to public administration in different ways. Public administration is an important area of study as well as it teaches different management skills too. After reading this unit you will be in a position to

- Discuss the importance of public administration as a field of study
- Evaluate the role of public administration in a developing country
- Examine the role of public administration in a democracy

5.3 Importance of the public administration:

As mentioned above with the rapid rise of functions of the government the scope of public administration has become broad. In the present time public administration also takes up the responsibility of determining the policies and programmes of governments. It performs the functions of planning, organising, directing, coordinating and controlling government operations. Woodrow Wilson has rightly pointed out that public administration has assumed significance as a consequence to the increasing complexities of the society, growing functions of the state and growth of governments on democratic lines. We all know that democracy and development activities of the government require people’s participation. In such a scenario, importance of public administration is also increasing. Scholars like Waldo argue that Public Administration also acts as a preserver of civilization and it is an instrument of social changes and improvement. Further, to bring stability in the society and to avert any untoward incident in the society public administration plays a significant role. In the words of Brooke Adams “ Administration is an important human faculty because its chief function is to facilitate social change and to cushion the stock of social revolution”.

The significance of Public Administration is also visible in the increasing concern of state and government to deal with the

management and development of the community. Through the concept of planning, it also studies the overall development of a country's resources. The states and the government including India now proceed through a succession of plans to achieve the targets for development.

In the previous units of this block we have learnt about the nature, scope and functions of public administration. Here we must mention that public administration follows certain principles. They are ----

- Accountability
- People- oriented
- Open and transparent
- Participation
- Continuous improvement
- Accessibility
- Equity
- Economy

Following the above mentioned principles public administration aims at establishing equity, efficiency, justice and effectiveness in administration. Now let us discuss the importance of public administration from two different perspectives. They are ---

- Importance of Public Administration as a subject of study
- Importance of Public Administration as an activity

5.3.1 Importance of Public Administration as a subject of study

Till now we have learnt that public administration is an important area in the modern world. In the post World War II, the nature and scope of public administration has been changing. This is due to the reason that a host of new nations emerged because of the process of decolonisation with new socio-economic and cultural background. In such a backdrop public administration also had to undergone some changes. New areas and new dimensions were added to public administration which required making public administration an important and independent domain of academic discipline.

Studying public administration helps to understand the duty of responsibility of administrators as well as the citizens of a country. It focuses on social responsibility and civic engagement. Therefore, the people who want to work for the common people should study public administration. Moreover, the programmes covered by public administration also include ethical behaviour and decision-making. Thus, it helps the administrators as well as workers to face the societal challenges.

As a field of study public administration mainly helps the administrators and the people who work for the society. It helps the leaders to serve the communities better and bring positive and effective changes in the society. Besides, public administration also deals with training of management skills. So the professionals having such knowledge would be in a better position to manage different organisations at all levels of government be it central, state or local/regional.

With the emergence of the concept of Administrative State, the importance of public administration has increased significantly. It is realised that public administration is not only an instrument for protecting or maintaining status quo but also for fostering and promoting.

Hence we can say that as a specialised subject of study public administration is very important for the following reasons ----

i). identifying challenges of administration: Public administration deals with formulation and implementation of public policies for the welfare of the people. While doing so it faces different challenges in providing services and upholding public interests. Study of public administration helps to identify different issues and challenges of administration.

ii) Solving administrative problems: As mentioned above public administration faces different challenges while providing services to the public. Such problems can be systematically resolved through the study of public administration. As a subject of study public administration is equipped with theories to deal with many problems of administration. In the time of crisis or when things do not get resolved, government may form committees and commissions to study the problems of administration and recommend suggestions for solving those problems.

iii). Delivering public services: This has been the foremost task of government at the present time. For delivering public services effectively governments of various countries had to establish commissions to find out problems as well as seeking suggestions for effective delivery.

iv). Studying the impact of policies: Governments formulate and implement policies for a particular purpose. However, it is the duty of the concerned citizens to examine how far government policies have been effectively implemented. Moreover, there should be an academic enquiry about how the policies have been successful in solving the problems of the public. Thus as an academic discipline public administration must see the implementation as well as effectiveness of administrative policies and actions.

Hence we can say that in the modern time, Public administration touches the lives of the people daily in various ways. For that it is important to include it in the curriculum of the universities. For exercising the rights and performing the duties efficiently the citizens must have knowledge about public administration.

SAQ:

Do you think public administration in India has been successful in providing services to the public. (100 words)

5.3.2 Importance of Public Administration as an Activity:

With the spread of democracy and concept of welfare state, the importance of public administration increased manifold. We have already learnt that it has widened the scope of public administration. Thus, importance of Public Administration as an activity has significantly increased because of the following reasons ---

- i) The emergence of administrative state in contemporary times has made public administration an indispensable part of the society.
- ii) As we know the functions as well scope of public administration are continuously expanding due to various factors like increasing complexity and adoption of welfare policies. It results in ever increasing demand for effective and efficient delivery of public services.
- iii) Activities of public administration increased due to adoption and implementation of new policies for public welfare in different areas like Health, Education, Employment, Law and order etc.
- iv) Moreover, public administration has to carry out regular activities of administration.

Thus we can see in the present day, the sphere of public administration is expanding many ways. It deals with many essential requirements of human lives. Today, we as citizens experience the role of public administration in the spheres of health, education, sanitation, recreation, social security etc. and in the coming days many more subjects will be added to that list. Since the main purpose of public administration is to bring human welfare, therefore its functions and activities are also increasing to cater to the needs of the people.

5.4 Importance of Public Administration in a Developing Country:

By now we have learnt that public administration has assumed greater importance because of the growth in the powers and functions of the state. In the developing countries it plays a significant role of establishing good relationship between the people and the administration. In such countries, Public Administration is the way to achieve the goals of holistic development. Most of the developing countries after independence has stressed on rapid socio- economic development. Therefore, governments of those countries assumed lots of responsibilities for bringing rapid growth. Therefore, it required an efficient and effective public administration. Moreover, these countries were suffering from many socio-economic problems. At this juncture, public administration had to take many social welfare responsibilities too. As a result of this, a new sub-discipline has emerged which is known as development administration.

With the increase in the number of functions, public administration now require very efficient, specialised, professional and technical staff to carry out policies effectively. In developing countries, the role of public administration is much more significant because, most of these countries gained independence from colonial rule. Though powers are transferred from colonial to the native rulers, the policies were required to be implemented with sensitivity. While translating the laws in to practice in a new nation, public administration played a very important role.

Again , as mentioned earlier, one of the important role of public administration is to bring stability in the society. The developing countries are engulfed with a number of problems due to lack of education, poverty, unemployment etc. therefore, there is every possibility of outbreak of revolution when the citizens are not satisfied

with the performance of the government. In such a scenario, the public administration plays a major role in bringing stability to the society by catering the needs of the people and implementing government policies effectively.

Moreover, in the developing countries public administration plays a crucial role in bringing socio- economic changes. The aim of developing countries is to accelerate the process of development. Public administration has to play the role of the agent to bring such development. While doing so it should also try to balance change and continuity in the process. For that public administration also perform the function of formation of public opinion.

Another important function of public administration is to protect the weaker sections of the society. in the developing countries where a large portion of population lives below poverty line and there are a number of marginalised communities, the role of public administration becomes more important.

Thus from the above discussions it is clear to you that public administration has assumed greater importance in the contemporary period. Gerald Caiden has pointed out the areas where public administration plays important role. They are ----

- i). Preservation of Polity
- ii). Maintenance of stability and order
- iii). Institutionalisation of Soci-economic changes
- iv). Ensuring growth and economic development
- v)Protection of the weaker sections of the society
- vi). Formation of public opinion

Check Your Progress:

1. Write a note on importance of public administration as a field of study.
2. Discuss the importance of public administration in a developing country.
3. “If our civilization fails, it will be mainly because of the breakdown of administration”---- in the light of the above statement discuss the importance of public administration in the modern period.
4. Evaluate the importance of public administration as an activity.

5.5 Summing Up:

Reading of this unit has helped us in understanding that the formulation and execution of plan requires the skilful operation of Public Administration. The modern democratic system also helps to expand the role of Public Administration with the introduction of the concept of the welfare state. The expansion of the role of Public Administration leads to the ever increasing demands on Public Administration for various services. Thus in the context of the newer and the wider duties and responsibilities thrown on the state, the significance of Public Administration is more vital and important than of almost any other branch of government.

Now, Public Administration is not only concerned with the execution of the policy formulated by the legislative branch, but also assists the legislature and the minister in formulation of policy with its expert knowledge and experience. The successful execution of every policy depends upon the skill and efficiency of Public Administration. Hence, it is clear that the significance of Public Administration in a modern society cannot be undermined. Administration in brief, is a dynamic force which follows and leads the will of people and helps to continue the administrative system as well as the culture of a country. Success of a country and its governments largely depends upon the efficiency of public administration.

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BLOCK- II

THEORIES OF PUBLIC ADMINISTRATION- I

Unit 1: Classical Theory: Scientific Management Theory

Unit Structure:

- 1.1 Introduction
- 1.2 Objectives
- 1.3 Background of Scientific Management Theory
 - 1.3.1 Fundamentals of Scientific Management Theory
 - 1.3.2 Principles of Scientific Management Theory
 - 1.3.3 Objectives of Scientific Management Theory
- 1.4 Features of Scientific Management theory
- 1.5 Critical Appreciation
 - 1.5.1 Impact of Scientific Management Theory
- 1.6 Summing Up
- 1.7 References and Suggested Readings

1.1 Introduction:

From time to time different administrative thinkers have come forward with different interpretations (which we call theory) as to how an Administrative Organization should function properly. Theory is a set of interrelated concepts and definitions that present a systematic view of phenomena by specifying relations among variables, with the purpose of explaining and predicting the phenomenon. Accordingly, we get a number of theories of Organisation. In this unit, we shall discuss one important theory of organization, namely the Scientific Management theory propounded by F.W. Taylor. Here our attempt is to discuss the basic principles of Scientific Management theory and its significance. Like other theories of administration, the Scientific Management theory is also subjected to criticisms on various grounds. Therefore, here we are also going to deal with the criticisms and significance of the Scientific Management theory.

1.2 Objectives:

Scientific Management theory has provided a new dimension to administrative thought and practice by stressing the importance of efficiency and economy in administrative organization. This unit on Scientific Management theory is an attempt to help you address the implications of this theory in terms of the growth of a new administrative and managerial culture.

After reading this unit you will be able to

- describe administrative organization
- explain the meaning, concept and the structure of Scientific management theory
- discuss the contribution of Scientific Management theory in ensuring increased efficiency in production
- examine the strengths and weaknesses of the theory.

1.3 Background of Scientific Management Theory

During the later part of the 19th century, a new industrial climate had emerged in business world, especially in America which gave rise to the growth of a management class. The practice of management began to change from a way to solve mundane problems to an all-inclusive and comprehensive approach to encounter the multiple managerial problems. In this context, prominent economists such as Henry R. Towne and Henry Metcalfe expressed their concern over the emerging problems of management. H. Metcalf, Townie tried to develop a unified system of management. Towne wrote a paper entitled, “The Engineer as an Economist’ and presented it in 1886 before the American Society of Mechanical Engineers. Perhaps this paper inspired Frederick W. Taylor to devote his attention to the field of Scientific Management.

The term ‘Scientific Management’ was coined by Louis D. Brandies at a meeting of engineers held in October, 1910. Later, Taylor borrowed the idea and subsequently used it in his famous work Principles and Methods of Scientific Management published in 1911. As a result of Taylor’s efforts, the practice of management began to change from a

simple mundane problem-solving approach to a more comprehensive and integrated approach.

Taylor was the first person who attempted to study human behavior at work using a systematic approach. Taylor studied human characteristics, social environment, task, physical environment, capacity, speed, durability, cost and their interaction with each other while dealing with the scientific management theory. His objective was to reduce and/or remove human variability. Taylor worked to achieve his goal of making work behaviours stable and predictable so that maximum output could be achieved. He relied strongly upon monetary incentive systems, believing that human beings are primarily motivated by money.

Stop to Consider:

Early Thinker on Scientific Management: Mary Parker Follett was a pioneer management consultant in the industrial world. As a writer, she provided analysis of the workers as having complex combinations of attitude, beliefs, and needs. She told managers to motivate employees on their job performance, i.e. to use a “pull” rather than a “push” strategy. Follet’s work also deals with the same administrative problems as exemplified in *The Principles of Scientific Management*, a monograph published by Frederick Winslow Taylor in 1911. This influential monograph is the basis of modern organization and decision theory and has motivated administrators and students of managerial technique. Taylor was an American mechanical engineer and a management consultant in his later years. He is often called “The Father of Scientific Management.” His approach is also often referred to as Taylor’s Principles, or Taylorism. However, Taylor faced some strong criticism for his concept, including the accusation of instructing managers to treat workers as machines without minds. But his work was productive and laid the foundational principles for modern management study. It may be pertinent here to refer to the background in which Taylor’s ideas on scientific management emerged. Industrial Revolution initiated the trend of rapid expansion of business and industry in the later half of the 19th century. But the working conditions in the factories were chaotic as the methods, procedure and tools of work were not standardized. After the industrial revolution, the task of the management increased manifold and became more comprehensive and integrated.

Hence, managers in industry faced various managerial problems. Moreover, the chaotic methods of work were mainly left to the workers leading to serious decline of the overall industrial scenario. Scientific management was an early attempt to systematically treat management as a scientific problem. With the advancement of statistical methods, the approach was improved and referred to as quality control in 1920s and 1930s. During the 1940s and 1950s, the body of knowledge for doing scientific management evolved into operational research and management cybernetics. In the 1980s there was total quality management and reengineering emerged in the 1990s. Peter Drucker saw Frederick Taylor as the creator of knowledge management, as the aim of scientific management is to produce knowledge about how to improve work processes. Although some have questioned whether scientific management is suitable only for manufacturing, Taylor himself advocated scientific management for all sorts of work, including the management of universities and government.

SAQ:

Analyse the conditions in the American industries which led to the rise of Scientific Management theory? (80 words)

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Stop to Consider:

Some Important points relating to Scientific Management Theory:

In brief we can summarize the aims of Scientific Management theory as follows:

- To develop a standard method for performing each job.
- To select workers with appropriate abilities for each job.
- To train workers in the standard method previously developed.
- To support workers by planning their work and eliminating interruptions.
- To provide wage incentives to workers for increased output.

1.3.1 Fundamentals of Scientific Management Theory:

Taylor argues that the principal aim of management is to secure the maximum prosperity for the employer, coupled with the maximum prosperity for each employee. He also shows that maximum prosperity can exist only as the result of maximum productivity. He argues that the most important aim of both the employee and the management should be the training and development of each individual in the establishment, so that he can perform the highest level of work suited to his natural ability. Taylor is writing at a time when factories are creating immense problems for the management as workmen are quite inefficient. According to Taylor, there are three reasons for the inefficiency.

They are:

- The deceptive belief that a material increase in the output of each man or each machine in the trade will result in throwing a large number of men out of work in the end. From time immemorial, this belief has been almost universal among workmen.
- The defective systems of management common in those days which makes it necessary for each workman to soldier, or work slowly, in order to protect his own best interests.
- The inefficient rule-of-thumb methods which are almost universal in all trades in Taylor's time, and the practice of these methods for which the workmen waste a large part of their effort. In this unit, we shall try to show the enormous gains resulting from the substitution of scientific method for rule-of-thumb methods by the workmen. Taylor argues that the substitution of scientific theory for rule-of-thumb methods will benefit both employers and employees. Taylor emphasizes the principle of division of labour which implies that unless people manage themselves, somebody has to take care of administration, and thus there is a division of work between workers and administrators. One of the tasks of administration is to select the right person for the right job. This view 'match the worker to the job' has resurfaced repeatedly in management theories.

Stop To Consider:

Basic Principles of Scientific Management Theory:

The Scientific Management theory stresses rationality, predictability, specialization and technical competence. Its focus is on the design and operation of production processes on the shop level of the organization. Scientific Management theory is based on the following principles: Labour is defined and authority/responsibility is legitimised Positions are placed in hierarchy and under the authority of higher level Selection is based on technical competence, training or experience Actions and decisions are recorded to allow continuity of the administration Management is different from ownership of the organization Managers follow rules/procedures to enable reliable/predictable behaviour

Check Your Progress:

1. Trace the background of the emergence of the Scientific Management theory.
2. Choose the correct statement from the following:
 - a. In scientific management, each position is placed in a hierarchy and under the authority of the higher level.
 - b. There is an overall improvement in industrial management as a result of this theory.

1.3.2 Principles of Scientific Management Theory :

In this section, we will deal with the main principles of the Scientific Management theory. The principles are as follows:-

Standardization of Work Methods:

Taylor's first principle of Scientific Management is related to the development of a scientific method for each task. It will replace the rule-of-thumb in management. This, he observes, can be achieved by scientifically investigating the working conditions and the total quantum of work to be performed by the workers. After due consideration of these elements, the daily task assignments will be given. The worker operating under the scheme of Scientific Management is given higher rate of pay in comparison to one

operating in an unscientifically managed factory. However, the worker will be penalized if he fails to achieve the desired level of output. Taylor observes that if the output of the worker achieves a level of excellence under the conditions mentioned, the worker will be rewarded; but conversely, if he fails in increasing his output penalty is imposed on him.

Scientific Selection and Training of Workers: Taylor's second principle of management is related to the Scientific Selection and placement of workers i.e., workers should be placed in those jobs for which they are best suited. While making scientific selection, their physical and intellectual qualities should be taken into account. Taylor rules out the possibility of arbitrary selection which is detrimental to administrative efficiency. Moreover, the personnel scientifically selected must go through a proper training course. It is the responsibility of the management to train the workers and offer them opportunities for advancement, thus enabling them to develop their personalities. In such a situation only, there will be considerable increase in the efficiency level of the organisation.

Equal division of Work between the Management and Workers: Equal division of work and responsibility between management and workers is the third Taylorian principle. Taylor cautions that generally the personnel in the cadre of management role are inclined to place increasing burden on the workers, while performing only minor responsibilities. So, Taylor advises that in this context, the management should take the entire task in its hand for which it is suitably prepared i.e., planning, organizing, controlling and determining the method of work. This will mitigate chances of conflict and help in creating a peaceful atmosphere for both workers and the management.

Cooperation between Management and Workers: Taylor's last principle of Scientific Management is that there should be intimate cooperation and cordial relations between management and workers. This will create a healthy environment in the organization and will also help to promote industrial efficiency. Because, it is well known that the success of an organization depends upon close relation and co-operation between the Management and Workers. If the Management and Workers always indulge in quarrelling and consequent non co-operation, then the organizational work will suffer automatically. Taylor observes that the combination of the above four principles constitute the crux of "Scientific Management".

SAQ:

Explain the main principles of Scientific Management Theory.(50 words)

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1.3.3 Objectives of Scientific Management Theory:

Taylor uses a number of objectives in formulating the Scientific Management theory of Public Administration. These are mentioned below:-

- Taylor wants to respond to the challenges of the modern industrial revolution which require the optimum utilization of all available resources—human and material.
- Another objective of Taylor is to raise production and promote efficiency with economy in industry. Taylor believes that this can only be done by the application of scientific devices.
- Another objective of Taylor is to systematize the managerial problems and work procedures in industrial establishment.
- Taylor is also motivated by the objective of appropriate time management. He is in favour of prescribing standard time limit for each operation in the industry.
- Taylor also wants to increase the efficiency of the workers through the method of scientific training.

With these objectives in mind Taylor has formulated the Scientific Management Approach.

Stop To Consider:

Original Aims or Objectives of Scientific Management and Taylor’s Society :The original aims or objectives of Scientific Management are later expanded and elaborated by the Taylor’s Society. These are:-

1. To help in developing higher standard of living by increasing the income of the workers.

2. To avoid wastage of human and material resources in order to get larger income from expenditure. This income should be shared between the management and the workers.
3. Management should ensure a happier home and surrounding to the worker by removing the disagreeable factors.
4. Individually and socially, healthy conditions of work should be provided to the members of the organization.
5. Maximum opportunities should be provided for the highest development of individual's capacity through scientific method of work assignment and selection, training, transfer and promotion.
6. Training should be imparted to workers so that they may develop newer capabilities and at the same time become eligible for promotion.
7. Steps should be taken to develop self –confidence and self-respect among the workers.
8. An atmosphere of research should be created where workers can develop the capacity to express and understand the aims and objectives of the organization.
9. In order to promote justice, discrimination in wages should be avoided.
10. Factors which cause conflict and a feeling of intolerance should be eliminated from the environment.

Thus, we can see that the above mentioned aims and objectives of Taylor's theory form an integral part of the philosophy of Scientific Management. A proper understanding of the aims and objectives will facilitate our understanding of Scientific Management theory to a great extent.

1.4. Features of Scientific Management Theory:

Taylor introduces many concepts not widely accepted during his time. For example, by observing workers, he decides that labour should include breaks so that the worker has the time to recover from fatigue. He proves this with the example when workers are taught to take rest during work there is a consequent increase in output. Later he develops his thoughts into the scientific management theory. Scientific

Management theory is closely associated with methods of mass production in manufacturing factories. Taylor's own name for his approach is scientific management. This sort of task-oriented optimization of work tasks is nearly ubiquitous in industry today, and it has made most industrial work menial, repetitive and tedious as exemplified, for instance, in assembly lines and fast-food restaurants. Taylor's methods begin from his observation that, workers in general forced to perform repetitive tasks work at the slowest rate that goes unpunished. He, therefore, proposes that the work practice developed in most work environments is crafted, intentionally or unintentionally, to be extremely inefficient in its execution. From this, he posits that there is one suitable method for performing a particular task and if it is taught to the workers, their productivity will go up.

Features of Scientific Management Theory:

- The use of the stop-watch essential for the technique of the time study.
- Standardization of all the tools and techniques used in trades.
- Planning of a large daily task should be undertaken in order to promote industrial efficiency. Therefore, Taylor favours the setting up of a separate planning cell or a department in every industrial unit.
- The use of time-saving devices like slide rules.
- The use of instruction card system to record what to do and how to do particular tasks.
- Use of the bonus system for the successful performance of the task.

According to F. W. Taylor, the above combination of the initiative of the employee, coupled with the new types of work done by the management makes scientific management more efficient than the old plans. Thus we find that the Scientific Management theory of Organization favours the adoption of scientific methods in the field of industrial work process and management to promote industrial efficiency and economy. Taylor is confident that only through the application of scientific management and methods production can be maximized in an industrial organization. The main emphasis of the theory is on the fact that management rests upon clearly formulated laws and principles with universal applicability in all organizations. Thus from the above discussion, it is clear that the principal contention of the theory is that "Scientific methods should be applied in the field

of administrative Organization,” to systematize administrative Organization or administrative work culture. Taylor believes that scientific methods should be applied in every task of administrative Organization, like the selection of workers, determining their jobs, creating an understanding between the management and the workers to improve the overall industrial efficiency.

Stop To Consider:

Taylor on Soldiering Slow rate of work (which Taylor called “soldiering”, but might nowadays be termed by those in charge as “loafing” or “malingering” or by those on the assembly line as “getting through the day”), he opines, is based on the observation that when the same amount is paid, workers will tend to do the amount of work done by the slowest among them. This reflects the idea that workers have a vested interest in their own well-being, and do not benefit from working beyond the defined rate of work when it does not lead to an increase in their compensation.

SAQ:

Do you think the implementation of the principles of Scientific Management theory will be able to provide a better climate for work in an organization? (80 words)

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1.5 Critical Appreciation:

Despite its merits, Taylor’s Scientific Management theory is greeted since its inception with a number of apprehensions and misgivings and is subjected to criticisms highlighted below:-

- It ignores individual differences. The most efficient way of working for one person may be inefficient for another;
- It ignores the fact that the economic interests of workers and management are rarely identical leading to frequent resentment and sometimes sabotage by the workforce of both the measurement

processes and the retraining required by Taylor's methods. Both difficulties are recognised by Taylor but not fully addressed by the managers who only see the potential improvements to efficiency.

Taylor believes that scientific management cannot work unless the worker benefits from it. In his view, management should arrange the work in such a way that one is able to produce more and get paid more by teaching and implementing more efficient procedures for producing a product. Although Taylor does not compare workers with machines, some of his critics use this metaphor to explain how his approach makes work more efficient by removing unnecessary or wasted effort. However, some say that this approach ignores the complications introduced because workers are necessarily human affected by personal needs, interpersonal difficulties and the very real difficulties introduced by making jobs. These difficulties influence the efficiency of the workers as they have no time to relax. As a result, workers work harder but become dissatisfied with the working environment. Some have argued that this discounting of the personalities of the worker leads to the rise of labour unions. It can also be said that the rise of labour unions is leading to a push on the part of industry to accelerate the process of automation. This shift from the traditional methods of production to the use of machines is clearly one of the goals of Taylorism, and represents a victory of his theories. However, scholars opine that the practical problems caused by Taylorism have led to its replacement by the Human Relations School of Management in 1930. Others have insisted that human relations do not replace Taylorism but both the approaches are rather complementary: Taylorism determining the actual organisation of the work process and human relations helping to adapt the workers to the new procedures.

Some other Criticism of this theory:

- The Approach has been criticized on the ground that it has neglected the human dimensions of administrative problems.
- This leads to a series of Psychological and Sociological studies. As a result, the Hawthorne experiment (1927-1932) emerges which proves that logical factors are less important than emotional factors in determining productive efficiency.
- The critics are of the view that the Scientific Management Approach has resulted in the mechanical functioning of the administrative organisation.

- The critics are also of the view that this theory has initiated a trend of excess use of formalism in administrative organisation leading to the loss of the much needed personal touch in administration.
- The critics have stated that there has been a wrong notion on the part of the scientific Management theory. The theory believes that it will be possible to motivate the workers for higher efficiency simply by raising the salary structure. But, the critics have stated that besides the salary structure there are many other important motivating factors. The other dimensions of a proper working condition have been completely ignored by the theory.
- The critics are of the view that Scientific Management Approach is hostile to trade unionism which is an essential attribute of a democratic system. According to the critics, this theory destroys the spirit of collective bargaining and goes against the provisions of collective bargaining.
- The theory has been rejected as a mechanical interpretation of the problems of organisation both in the field of industry and administration. However, it must be noted here that Taylor's theory has certain strong points also. It has contributed a lot towards increasing industrial efficiency. Of course, the component of human behaviour of organization is underemphasized in Taylor's work, but certainly it is not entirely neglected. Nevertheless, Taylor's theory clearly stands at the roots of a global revival in theories of scientific management in the last two decades of the 20th century, under the moniker of 'corporate reengineering'. As such, Taylor's ideas can be seen as the root of a very influential series of developments in the workplace. Taylor advocates the goal of eventual elimination of industry's need for unskilled worker. For him, to ensure efficiency in administration, a proper training should be provided to all the workers. Because even the most skilled worker possessing no knowledge of administrative operation in any form does not perform efficiently. This has come to be known as commodification, and no skilled profession, even medicine, has proven to be immune from the efforts of Taylor's followers, the 'reengineers', often called derogatory names such as 'bean counters'.

Check Your Progress:

1. Do you think that Scientific Management theory clearly explains the modern criteria of profit? Give reasons in favour of your argument.

2. Choose the Correct one:

- a. The Scientific Management theory favours the adoption of unscientific /Scientific/unsystematic/chaotic methods in the field of industrial work.
- b. This theory has contributed towards increasing industrial leadership/bargaining/salary/efficiency.

1.5.1 Impact of Scientific Management Theory

After learning about the Scientific Management theory, we will now address the impact of the theory. This impact is felt not only on labour but also on management. In the early years of the 20th Century, the Scientific Management Approach has greatly influenced the industrial enterprises in U.S.A. Most interestingly, even in Soviet Union, the principle is emphasized by Lenin in 1920. The administrative thinkers all over the world are motivated to emphasize the dimension of ‘efficiency’ and ‘productivity’ of organization. However, the following points will offer us a better understanding of the impact of the Approach.

- As a result of this theory, there is an overall improvement in industrial management.
- Wastage of human and material resources is minimized with the help of this theory. It also helps in effecting a better and effective utilization of labour and material.
- As a result of this theory, increasing opportunities are provided to labour by placing the workers in a better position, giving them higher wages, limiting their working hours and above all by creating better working conditions for them.
- The movement also provides guidelines to the management to develop an effective organization.
- This theory emphasizes the importance of planning and the concept of control in management.
- Moreover, this theory has provided the guideline of cooperation between labour and management. This sort of cooperation forms the base of every successful management.

Thus, in the above section we have discussed the impact or influences of Scientific Management Theory, which is writ large in each and

every industrial organization. In brief we can summarize its influence as follows:

- Scientific approach improves business management and process
- Gives importance to compensation for performance
- Begins the careful study of tasks and jobs
- Gives importance to selection criteria

Check Your Progress:

1. Analyse the impact of Scientific Management theory in improving efficiency in administration.
2. Mention the qualifications necessary for the selection of the workers as specified by Taylor.
3. Write a note on the improvements of the working environment in an organization brought by the application of Scientific Management theory.
4. Write a note on the merits and demerits of Scientific Management theory.

1.6 Summing Up:

Despite the limitations concerning an adequate understanding of human psychology, sociology and the anatomy of work, Taylor's works remain supremely important. By all accounts, he must be regarded as a pioneer in the study of human beings at work. He is the first person to initiate the quest for better performance at work. He is also the first to apply quantitative techniques to the study of industrial management. Modern scientific management operations research, method study, time study, system analysis, management by exceptions etc are all part of Taylor's heritage. Taylor's scientific management has become a movement. In an age of growing achievement in the physical sciences, it offers the hope of resolving industrial problems through the use of objective principles. It has provided a new dimension to administrative thought and practice by stressing the importance of efficiency and economy in administrative organization.

Thus, this approach has contributed towards the growth of an appropriate administrative and managerial culture, and has helped in the standardization of the work procedures and improvement of working conditions in the factories. In brief we can say that Taylor combines theory and practice, thought and experiment and doing and teaching all in one person and in one life. His scientific management has a major influence on the growing reform and economy movements in Public Administration.

1.7. References and Suggested Readings

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Links: http://en.wikipedia.org/wiki/Scientific_management

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Unit-2 Human Relation Theory

Unit Structure:

2.1 Introduction

2.2 Objectives

2.3 Background of the theory (Hawthorne Experiments)

2.3.1 Hawthorne Experiments

2.4 Features of the Human Relation theory

2.5 Critical Appreciation

2.5.1 Impact of the Theory

2.6 Summing Up

2.7 References and Suggested Readings

2.1 Introduction:

In the context of successful operation of contemporary organizations, the most important point of view apart from complying with formal rules and operating procedures to maintain high quality productivity is concerned with managing individual employee's satisfaction and motivation. Human Relations Approach to the design of work and management of people represents an improvement over work designed and managed according to the principles of scientific management theory. In this unit, we will try to explain the influence of human relations in organization. Governments are constituted of human beings, are run by human beings and perform their main job in helping, controlling and serving human beings. Human relationship is the major and essential variable for understanding the nature of public administration today and shaping the future of the field on this foundation. In this unit we will try to discuss the aspects of human relations which can play a role in motivating the people to work. The unit is an attempt to give you an idea of the influence of human relations on production and show how human relations help in achieving the goals of an organization.

2.2. Objectives:

The major emphasis of Human Relations Theory is on people and human motivations which can play a significant role in motivating the worker to work. Human relationship is influential in terms of translating the goals of an organization into actuality.

After reading this unit you will be able to

- explain the role of human factor in administration.
- describe the dynamics of social relationship.
- discuss the co-worker relationships and group norms that influence the motivation and performance of the employee.
- analyze the features of the Human Relation theory
- examine the limitations of the Human Relation theory

2.3 Background of the theory (Hawthorne Experiments):

In the earlier unit we have read the Scientific Management theory and discussed the ways to increase the efficiency of workers in a workplace. There are some common points between these two theories. The Human Relations Theory also deals with the human factor of production and tries to increase the efficiency of the worker. So we can say that the Human Relations Theory is basically concerned with the human factor of an organization.

As we have seen, in the context of successful operation of contemporary organizations, the most important point of view apart from complying with formal rules and operating procedures to maintain high quality productivity is concerned with managing individual employee's satisfaction and motivation. Unlike the classical perspectives of management such as Scientific Management and Bureaucracy, the importance of informal social factors in the work place such as co-worker relationships and group norms that influence employee motivation and performance is highlighted in the 'Human Relations Movement'. The Human Relations Movement emphasizes the importance of the working environment for employees as a socialized natural group in which social aspects for both employees and managers take precedence over functional organizational structures. Elton Mayo is regarded as the founder of both the Human Relations Movement and of Industrial Sociology. He has expressed the basic idea that workers had strong social needs which they tried to

satisfy through membership of informal social groups at work place. Mayo claims that scientifically clarified rules, strict work procedure and incentive money payments are not the only stimulus to inspire workers and other factors like group standards, sentiments and security are also equally important.

The Human relations approach had its origin in a series of studies conducted between 1927 and 1932 by a group of researchers from Harvard University at the Hawthorne Plant of the Western Electric Company at Chicago. Elton Mayo was the head of this research, and his studies were published by Roethlisberger and Dickson. Besides these thinkers Mary Parker Follett, Elton Mayo, Chris Argyris are among the most prominent Human Relation theorists. Hence we can say that the Hawthorne researchers got the impetus from earlier studies based on scientific management tradition. This group has come out with convincing findings that explanation of behaviour in the workplace has to move beyond the limiting idea that the organization is simply an economic and technological structure. They consider the organization as a web of human relations.

2.3.1 Hawthorne Experiments:

As we have seen Human Relation approach is the product of the Hawthorne Experiments, conducted and headed by Elton Mayo. Mayo and his colleagues have mainly studied the behaviour of the workers and their productive capacity. In this connection it appears that psychological, physical and economic aspects emerge as the problem of human relations in organizational matters. For Mayo and his colleagues it is the problem of human attitudes and sentiments. The research group has conducted two series of experiments----- in one experiment, they have observed the activities of a group of workers engaged in making telephone switches. They are working under a piece rate system and the management believes that this system helps them in earning more. However, the workers react quite differently.

Contrary to the expectations of the management, the workers work to a level which ensures them what they consider to be adequate earnings and they refuse to “work more to earn more”. Behind their refusal lies the fear that if they produce more, some of them may lose their jobs or even face a reduction in the wages. The research group discovers that the workers constitute a small, well-knit social group governed by a code which effectively discourages the rate buster (who does too much work) the chiseller (who does too little) and the squealer (who passes

unfavourable information about his colleagues to his superior). In another experiment, the research group separates some girls from the rest and places them in a special test room for observation. According to the plan, their physical conditions are frequently changed to evaluate their effect on production. In this experiment sometimes lighting conditions are improved and sometimes made worse. But irrespective of all such changes, the production of the girls is continually showing an upward trend. This experiment proves that there is no correlation between physical condition and production.

To sum up, in the first experiment, the worker's reaction to management's plan is negative; in the second one it is positive. In the second experiment, the girls are aware of the fact that they are separated from the rest and selected for an important experiment. They thus recognise their special position and feel important. Therefore, they cooperate with the management and are giving their best. Mayo says that human beings are social beings whose individualism is defined in part by participation in the group. Further, Mayo ascribes to the idea that authority is cumulative. The needs of the subordinate must be fulfilled by the superior for the proper functioning of an organization. Unlike Follett, Mayo believes that conflict must be avoided if possible. He expects automatic cooperation to be the basis of organizational relationships. Mayo's emphasis on empirical investigation shows his dedication to empiricism. The Hawthorne Experiments have been hailed as the great counterbalance to the more orthodox principles that lay stress on harmony between the formal social system and the formal organization. The experiment provides an excellent opportunity to Mayo and other researchers for testing theories that emphasise cooperation and group-oriented behaviour, as against competition and individualism as the basis for human social action. It also proves that men are not inert or isolated creatures; on the contrary, they react in their own way.

Stop To Consider:

Chester Bernard and Human Relation Theory:

The contribution of Chester Bernard, the former President of New Jersey Bell Telephone Company to Human Relations Theory deserves special mention. His approach to organization can be called behavioural as he emphasizes the psychological aspects of management. His book 'The Function of the Executive' views organization as a social system: a system of consciously coordinated activities or forces of two or more persons. He has developed an equilibrium theory of organization by suggesting that organizations exist by maintaining equilibrium between the contributions and the satisfactions of its participant members maintain socio-psychological cohesiveness. Thus, he favours human interventions designed to shape

and modify the institutionalized behaviours of men. The Human Relations Theory also emphasizes the human factors of organizations which constitutes a major contribution to modern theory. It seeks to view organization as sociological rather than legal rational entities. A new trend emerges in late 1990s. The trend is marked as the Post Human Relations Movement. The post human relations thrust in organizational research has been towards understanding organizations more holistically and there has been a great diversity in theoretical approaches covering a wide range of organizational phenomena.

Check Your Progress:

1. Write true or false:

- a. Elton Mayo is the founder of Human Relation Approach. (True/False)
- b. Human Relations approach considers the organization as the web of human relations. (True/ False)
- c. Mayo's theory is successful to deal with the reality of conflict in workplace. (True/False)
- d. Participation in decision making helps in production. (True/False)

2. Write a note on the result of Hawthorne Experiments done by Mayo.

To sum up, the Human Relationists focus their attention on their social environment of the job. Now we will study some basic facts of this theory and compare this theory with classical theory: As we know that the essence of human relations lies in its dominant emphasis on people, on human motivations and on informal group function in contrast to the exclusive concern for principles of classical theorists'. It rejects formal institutionalization and considers the informal day-to-day functioning of the structure as more important and revealing than charts and maps used by the classical theorists. It assumes that organizational behaviour is quite complex, subject to a wide range of influences impinging on human beings from all directions.

SAQ:

Do you think that Hawthorne Experiments are influential in understanding the nature of Human Relation in an organization? (80 words)

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2.4 Features of the Human Relation theory:

We have already studied the meaning and the basic concept of Human Relation Theory. In this section we will discuss the basic features of this theory derived from the Hawthorne Experiments. The features are summarized in the following points:

- **Group Power:** The behaviour of individuals in organizations is strongly influenced by group standards. As we know a standard level of productivity is enforced by the group which also provides a shield against executive reprisals and acted as a restraint on executive power.
- **Effectiveness of Supervision:** Effective communication supplemented by a willingness to facilitate worker’s participation in decision making is the key to effective supervision.
- **Social Norms:** In their experiment Mayo and his group say that the principles of administration such as “Division of Work” are not so important in organization. The level of organizational effectiveness is determined by social norms.
- **Rewards:** One of the basic features of this theory is that the system of reward is more powerful in increasing productivity than the management system of economic incentives.
- **Sanctions:** Like reward, sanctions also work as a powerful factor in organization. Sanctions of one’s work give them extra energy or mental satisfaction to work more which in turn helps in productivity.
- **Self-Management:** As the Hawthorne Experiments proved the improvements in productivity follow from the decision of the researchers to allow the women employees to work as a collegial and self-managing group. Any change in the work schedule is effected after close consultation with the workers.

To sum up, we can say that Hawthorne Experiments contain startling findings on the attitudes of the employee to work and supervision and disclose the tendency on the part of employees to form small social

groups with their own status system, behavioural patterns, beliefs and goals which may be different or even opposed to the stipulations and prescriptions of the formal organization.

SAQ

Do you think that Human Relations Theory has more relevance compared to Scientific Management Theory? (80 words)

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2.5 Critical Appreciation:

From the earlier discussion we find that the essence of human relation lies in its emphasis on people. But this theory is not free from criticism. Critics have characterized human relations as management biased and paternalistic. Following are some of the criticisms levelled against Mayo’s theory.

- Critics have been argued that Mayo’s theory fails to deal with the reality of conflict in workplace.
- Secondly, the human relation approach appears to be conceptually weak, as it lacks the capacity to explain complex problems of organizational behaviour. It implies that all problems can be solved if management expertly applies human relations techniques to the process of supervision and puts emphasis on informal relations and harmony. It disregards the roles of formal structure, technology and conflict.
- The theory ignores several factors of employee’s attitudes and behaviour, particularly those which operate outside the organizational environment. To elaborate we can cite the example of the social background of workers.
- The assumptions of this theory concerning human motivation also fail to recognize the complexity and diversity of human needs and satisfy these needs only partly.
- Marxists regard this theory as a technique to exploit the workers. But it is not correct to say that this theory completely fails to explain the

organizational problems. There are always and everywhere departures from the official versions of organization. The informal organization is customary.

Stop To Consider:

Douglas McGregor and Human Relations theory:

The humanist era focused on some important topics of organization as power and management. One of the most significant theories which provide an illustration of such topics was Douglas McGregor's "Theory X and Theory Y." McGregor's work provided a basis for a new management framework. Firstly, as commonly held by early management theorists, Theory X begins with the assumption that human beings possess an inherent aversion to work. Employees must, therefore, be coerced and controlled if management expects to see results. Further, human beings lazy in nature prefer direction whenever possible. Theory Y is much more compatible with the humanist tradition. This begins with the assumption that work is as natural for humans as rest or play. Further, employees will direct and control themselves as they complete objectives. Humans learn naturally and seek responsibility. Consequently, managers need only to steer employees in a cooperative manner toward goals that serve the organization. There is room for many to create and share power.

2.5.1 Impact of the Theory

Following the emergence of the Human relation theory, many scholars have began to focus attention to the role on the individual, leadership in organization, group dynamics, motivation and satisfaction. The human relation studies are a growing body of knowledge and are increasingly used in organizational redesigning and problem solving. More importantly, many of the Human Relations thinkers are now active in the role of 'change agents'. They are not satisfied with merely interpreting the organization; but also focus on in changing the organizational set up.

To sum up the impact of the human relations theory, we can say that human interventions designed to shape and modify the institutionalized behaviour of people are now familiar features of administration.

Check Your Progress:

1. Critically examine the Human Relations theory in the light of Hawthorne Experiments.
2. Examine the impact of Human Relations theory in administrative organization.
3. Mention the basic features of Human Relations theory as reflected in the Hawthorne Experiments.

Stop To Consider:

The Impact of Human Relations Theory :Human Relations theorists ushered in an era of reality-centered leadership. Chris Agyris, in his book Personality and Organization argues that “formal organizational structures and traditional management practices tend to be at odds with certain basic trends toward individual growth and development. Executives must therefore fuse basic human tendencies for growth and development with demands of the organization’s task”. As the Hawthorne experiments revealed, the improvements in productivity depends on various factors. Thus, it advocates for a great change in the structure of work-place. It also enables the managers to allow the women employees to work as a collegial and self-managing group. Again in the context of changing work schedule, workers have got the chance to take part in the decision making process. However, the post-human relations thinkers’ thrust in organizational research has been towards understanding organizations more holistically, and there has been a great diversity in theoretical approaches covering a wide range of organizational phenomena.

2.6 Summing up:

The Human Relations theory like the traditional theorists acknowledges the crucial importance of management in production. But they differ in terms of their basic approach to organization which they characterize as a social system consisting of individuals, informal groups and inter-group relationships in addition to the formal structure. The human relationists, as stated earlier, focus their attention on the social environment of the job. Human relations in organizations can be classified into two main types:

- Industrial relations or human relations resulting from the meetings of management and workers.
- The personal or human relationships which spring up, grow and exist in any work place environment. There is a possibility that the policy of improving human relations may be pursued solely because of its effect on productivity and not from the more fundamental motive of

producing a correct and balanced attitude to the personal and social needs of the workers. It germinates administrative vitality and ensures access to group opinion by extending and broadening the avenues of institutional planning and thought. The basic conclusion of this theory is that a worker is a social man seeking satisfaction primarily by holding membership of a stable work group. The management should work through the small group, rather than operating on atomized economic automations by encouraging its members to develop favourable views of their situations and by avoiding creating a source of frustration or threat. For smooth functioning of the work groups, there should be the provision of expressive supervision and workers' participation in the decision making process. The Human Relation Approach is widely accepted in both private and public administration.

2.7 References and Suggested Readings:

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UNIT 3: SYSTEM THEORY

Unit Structure:

- 3.1 Introduction
- 3.2 Objectives
- 3.3 Meaning and Definition
- 3.4 Basic Concepts
- 3.5 Typology of Systems
- 3.6 Classical Theory Vs System Theory: An Analysis
- 3.7 Critical Evaluation
- 3.8 Summing Up
- 3.9 References/Suggested Readings.

3.1 Introduction:

The traditional approaches and characteristics of their own limitations, by and large, proved irrelevant in making the study of public administration and politics fruitful. These approaches, in their analysis of public administration and politics, have been largely, historical, formalistic, legalistic, descriptive, explanatory and thus, have become proverbial, static and more or less monographic. These are narrow in the sense that their description is confined to the study of western political system; they are formal legal in the sense that their analysis is inclined excessively to the study of only and merely legal institutions; and they are subjective in the sense that they do not put the political systems in any objective, empirical and scientific test.

The modern approaches to the study of public administration and politics, while attempting to remove the defects inherent in the traditional approaches, seek to understand in a clearer perspective, and objectively review the major paradigms, conceptual frameworks and contending models so to understand and assess their relevance. Obviously, the modern approaches are, rather scientific, realistic, analytical and those that have brought revolution in public

administration. The modern approaches to the study of public administration are numerous. One such approach is the systems approach, also called the systems theory or the systems analysis.

In this unit, we will study system theory in public administration in details. A system consists of five basic parts, viz. input, process, output, feedback and environment. The unit will discuss the relationship among the parts. The discourse of system theory arose as a reaction to the classical theory. The students will learn major differences between the classical theory and the system theory. The unit will encompass significance as well as limitations of the system theory.

3.2 Objectives:

The system theory has provided a wider scope in understanding and analysing social behaviour and social interactions. It has drawn a lot from natural sciences and has very successfully used their concepts in social sciences. After reading this unit, you will be able to:

- *Understand* meaning and definitions of the system theory.
- *Elaborate* basic concepts of the system theory in details.
- *Comprehend* differences between the classical theory and the system theory.
- *Assess* critical evaluation of the system theory.

3.3 Meaning and Definitions:

The System approach is the study of inter-related variables forming one system, a unit, a whole which is composed of many facts, a set of elements standing in interaction. This approach assumes that the system consists of discernible, regular and internally consistent patterns, each interacting with another, and giving, on the whole, the picture of a self-regulating order. It is, thus, the study of a set of interactions occurring within, and yet analytically distinct from, the larger system. The presumptions of the system theory are:

- i) the existence of a whole on its own merit;

- ii) the whole consisting of parts;
- iii) the whole existing apart from the other wholes;
- iv) each whole influencing the other and in turn, being influenced itself;
- v) the parts of the whole are not only inter-related, but they interact with one another and in the process creating a self-evolving work;
- vi) the parts relate themselves into a patterned relationship, while the whole exists, and keeps existing.

The emphasis of the systems theory is on the articulation of the system and of its components and the behaviours by means of which it is able to maintain itself over time.

The basics of the Systems Theory as suggested by various theorists are as follows:

- a) The components of a system are interrelated and interdependent, unrelated and independent components do not constitute a system. One of the important aspects in studying a system is to determine the relationships amongst the components.
- b) A system needs to be viewed as a whole, it should not be usually broken down into constituent parts, as one might lose sight of the system in its entirety. However, the focus should be on subsystems that constitute a large system.
- c) Systems are goal seeking in some way, the interacting components reach some final state or goal, an equilibrium position of goal attainment.
- d) System have inputs and outputs, they are dependent on some set of inputs to process to attain the system's goals. All systems produce some output needed by other systems.
- e) All systems transform inputs into outputs, usually the form of the output differs from that of the input.
- f) Systems exhibit entropy. Entropy describes the state of a closed system (no inputs from outside the system) where all elements move towards disorganization and the inability to obtain and process inputs as a result of which

the system is unable to produce outputs. Information processing is critical to the survival of systems.

- g) The system must have a mechanism to regulate its interacting components so that its objectives will be realised. Planning, control and feedback are associated with this regulatory function.
- h) A system usually consist of smaller subsystems. The nesting of smaller systems within larger ones forms a hierarchy that is characteristic of the systems theory.
- i) We usually find differentiation in complex systems, that is, specialised units perform specialised tasks.
- j) Systems generally exhibit equifinality, that is, some final state that can be reached from several different paths or starting points. In other words, there are multiple ways to achieve the goals of the system.

According to **Prof. Kaplan**, the system theory is the study of a set of inter-related variables, as distinguished from the environment of the set and of the ways in which this set is maintained under the impact of environment disturbances. **Webster** defined a system as “a set or arrangement of things so related or connected as to forma unity or organic whole.” **Talcott Parsons** defined a system as “the concepts that refers both to a complex of interdependencies between parts, components and processes that involves discernible regularities of relationship and to a similar type of interdependency between such a complex and its surrounding environment.”

3.4 Basic Concepts:

A system is a complex whole having a number of parts. These parts of the system are called sub-systems. These sub-systems are interrelated and interdependent for their functioning. They, in turn, contribute to the functioning of the system as a whole. The system has a defined boundary through which it interacts with its environments. This external environment of a system is called a supra-system.

A system consists of five basic parts, viz. input, process, output, feedback and environment.

A system receives inputs from the environment and sends outputs into the environment after the transformation process. Further, a system also adjusts itself continuously to the requirements of the environment. This is facilitated by the feedback mechanism. Thus, there is a balance between the system and its environment.

3.5 Typology of System:

Systems are classified into two types: open system and closed system.

Open systems have permeable boundaries and are in constant interaction with the environment. Social and biological systems are open systems. They develop through greater internal differentiation, specialization and elaboration and move towards a higher level of organization.

On the contrary, *closed systems* have impermeable boundaries and do not interact with their environment. Mechanical and physical systems are closed system. Closed system move towards disorder, disorganization and self-destruction, that is, 'positive entropy'. Entropy is basically a measure of disorder with a system.

3.6 Classical Theory Vs System Theory: An Analysis:

There are two schools of thought on organization, namely, classical approach and system approach. The classical approach consists of three independent streams of thought, viz. scientific management, bureaucratic model or administrative theory. All three emphasise the formal structure of organization to the neglect of informal relations and environmental factors. Hence, the classical theory is also known as Universal Design Theory.

On the other hand, the system theory considers the informal relations and environmental factors in addition to the formal structure of the organization. Hence, it is also known as the Situational Design Theory. The differences between the school of classical theory and the school of system theory can be discussed as follows:

Firstly, classical theory views organization as a closed system, i.e. not influenced by the changes in the environment in which it is embedded. Thus, it views organization in the non adaptive and non ecological sense.

In contrast, the system theory views an organization as an open system, i.e. influences by the changes in the environment in which it is embedded. Thus, it views organization in the adaptive and ecological sense.

Secondly, the classical theory emphasizes on the static structure of the organization. On the other hand, the system theory emphasizes on the dynamic process of interaction in the organization.

Thirdly, the classical theory favours a rigid-hierarchical structure of the organization. But, the system theory favours a flexible-participative structure of the organization.

Fourthly, the former explains human motivation only in terms of economic factors while the later explains human motivation in terms of several factors, i.e. economic, social, psychological, etc.

Fifthly, the classical theory views organizational order as being imposed from the top. On the contrary, the system theory views organizational order as a situational phenomenon and not as imposed from the top.

Last but not the least, while the classical theory assumes single-factor causation, the system theory assumes multi-factor causation.

3.7 Critical Evaluation:

The system theory is criticized on the following grounds:

Firstly, it is criticized as too abstract, over-conceptual and a vague approach to the study of the organization. The critics say that the

conceptual framework provided by the system theory for understanding organization is too abstract.

Secondly, the critics say that the approach lacks the property of direct application to practical situation.

Thirdly, the approach is criticized on the ground that it does not offer any techniques or tools of analysis and synthesis.

Fourthly, it is said that the systems approach neither recognizes the differences in systems nor specifies the nature of interactions and inter-dependencies.

Last but not the least, the systems theorists have drawn much from biology and other natural sciences and have equated the organic system with social system. Indeed, there are similarities between the two systems, but analogies are only and always analogies. Any attempt to extend the argument amounts to falsification. To relate a hand to human body is not when we relate an individual to the society or a legislature to the executive organ of the government. The systems theorists have only built an extended form of organic theory which the individualists had once argued.

But in spite of the above mentioned criticisms we cannot deny the significance of the system theory due to the following reasons:

Firstly, if the idea behind the systems approach is to explain the concept of system as a key to understand the social web, the efforts of the systems theorists have not gone waste. It is important to state that the influence of the systems analysis has been so pervasive that most comparative politics research makers use of the systems concepts. It is also important to state that the systems approach has well addressed and well-directed itself to numerous meaningful questions - questions such as the relationships of systems to their environment, the persistence of the system itself and overtime, stability of the system, function assigned to the structures as parts of the system, dynamics and machines of the system.

Secondly, it has integrated and synthesized the classical, neo classical and modern concepts associated with organizational thought.

Thirdly, its conceptualization of organization-environment interactions eventually became the precursor of the ecological approach expounded by F.W. Riggs.

Fourthly, it has facilitated the 'contingency management'. Contingency management refers to a type of behavioural therapy in which individuals are 'reinforced', or rewarded, for evidence of positive behavioural change.

3.8 Summing Up:

Systems theory is one of the modern approaches which has been introduced in Political Science, especially in public administration and Politics by scholars like Kaplan, Easton, Almond, Apter, and Deutsch. Accordingly, they have seen system as a set of interactions, interrelations, patterned behaviour among the individuals and institutions, a set of structures performing their respective functions and one that seeks to achieve certain goal and attempts to maintain itself amidst vicissitudes.

In the words of Professor S.N. Ray, "It (the system theory) gives us an excellent opportunity for fusing micro- analytical studies with macro-analytical ones. The concepts developed by this theory open up new questions and create new dimensions for investigation into the political processes. It often facilitates the communication of insights and ways of looking at things from other disciplines. It may be regarded as one of the most ambitious attempts to construct a theoretical framework from within political Sciences."

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UNIT 4 : BEHAVIOURAL THEORY

Unit Structure:

- 4.1 Introduction
- 4.2 Objectives
- 4.3 Meaning of Behavioural Theory
- 4.4 Salient Features of Behavioural Theory
- 4.5 Development of the Behavioural Theory
- 4.6 Contributions of the exponents:
 - 4.6.1 David Easton
 - 4.6.2 Herbert Simon
 - 4.6.3 Chris Argyris
 - 4.6.4 Douglas McGregor
- 4.7 Criticisms to Behavioural Theory
- 4.8 Summing Up
- 4.9 References/Suggested Readings.

4.1 Introduction:

Behavioural theory came into existence in the discipline of public administration in the late 1930s and early 1940s along with the Human Relations theory. Both of these theories primarily deal with human element in the organization which was not given due importance previously by the classical scholars. The mere emphasizing on inter personal relationships of the organizational employees and undermining an inside understanding of its employees of Human Relations Theory led to the emergence of behavioural theory. Hence, the behavioural theory is an improvised, systematized and more sophisticated version of human relations theory to organization.

In this unit, we will study meaning and salient features of behavioural theory. You will come to know the development of this approach which includes the genesis of behavioural movement in the discipline

of public administration and its emergence as an approach. This theory primarily focused on the study of human behaviour in different administrative settings. The theory makes an attempt to conduct scientific study of organizational behaviour as it seeks to develop practical propositions about human behaviour in the organizational setting by undertaking systematic, objective and empirical studies. Hence, we will discuss eight basic scientific foundational stones of behaviouralism in this unit. The major exponents of this theory are- Herbert Spencer, David Easton, Chester Bernard, Abraham Maslow, Douglas McGregor, Chris Argyris, Herzberg, Rensis Likert, George Homans, and so on and so forth. Therefore, we will make an attempt to discuss contributions of some exponents towards the development of the approach. Moreover, since behavioural theory is also subject to some limitations, you will come to know about such criticisms.

4.2 Objectives:

Behavioural theory studies the administrative organization as a social system. It gives equal attention to both formal and informal relationships of people in the organization. After reading this unit you will be able to:

- *understand* different features of behavioural theory.
- *comprehend* development of the theory of behaviouralism.
- *discuss* eight basic premises of behavioural theory.
- *assess* contribution of different scholars towards the upliftment of this theory
- *evaluate* critical appraisal of the theory.

4.3 Meaning of Behavioural Theory:

Behavioural approach refers to the scientific study of human beings in diverse administrative settings. The subject matter of this approach is

human behaviour and it derives all conclusions there from. It tries to understand why officials and public employees act as they do. It applies various tools from behavioural science to understand human behaviour in varied administrative situations. Instead of focusing on rules and regulations; it conducts scientific study of individual and group behaviour in different cultural contexts. To this end the organizations have been viewed as a social system where interpersonal relations among the employees and their informal communication are given due weight. It is believed that understanding of internal dynamics of administration has a direct bearing with the behavioural understanding of its employees.

The theory of behaviouralism pays increased attention to the individual and his relationship to the administrative organization since it focuses more realistic study of the nature of authority, decision making process and motivation. The earlier approaches, particularly Scientific Management of Taylor, on the other hand, considered the individual rather as a thing or a means without taking into account the different aspects of his personality.

4.4 Salient Features of the Behavioural Theory:

The behavioural approach to the study of public administration has the following features:

- It pays more attention to the dynamics of organizational behaviour, that is, motivation, leadership, decision-making, power, authority, and so on.
- It is descriptive and analytical rather than prescriptive. It is concerned with the actual behaviour of people in the organization. In other words, it deals with the facts of organizational behaviour. It believes that behaviour of people in the organization can be studied and investigated objectively with the intention of developing generalized statements.

- It emphasizes the informal relations and communications patterns among the people working in an organization.
- It is empirical in methodology. In other words, it advocates scientific methods like field study, laboratory study, and so on.
- It is mainly concerned with quantification, mathematisation and formal theory construction. It seeks to promote the scientific content of the study of administration. Thus, unlike the classical thinkers who stressed the provincial approach, the behaviouralist stressed the universal approach, that is they claim to explain the organizational processes which are common to many kinds of organizations.

4.5 Development of the Behavioural Theory:

The genesis of Behaviouralism in Public Administration can be traced to the Elton Mayo's Hawthorne Experiments, conducted during 1928-32. These experiments succeeded in highlighting the importance of human dynamics in administration by challenging the mechanistic character of the classical scholars work. The Hawthorne studies not only confirmed the existence of informal organizations within formal structure but also brought to light the importance of human relations in influencing the organizational performance. Prior to him, the writings of M.P. Follet inspired new thinking in this discipline. Her contribution to the development of behavioural approach cannot be overlooked. Rather, her writings can be regarded as precursor to the human relations as well as behavioural movement. In her famous work entitled "Dynamic Administration", she introduced concepts like law of situation, constructive conflict, democratic leadership, power authority and control etc. which led to inspire scholars from Harvard Business School under the leadership of Elton Mayo to conduct a series of experiments popularly known as Hawthorne Experiments. The findings of these experiments resulted in providing a serious jolt to the classical and scientific management thinking.

The human relations movement was further strengthened by Chester Barnard with the publication of his landmark work entitled “The Functions of the Executive” in the late 1930s. He remained associated with the New Jersey Telephone Company in several capacities and had rich administrative experience. Essentially, he belongs to the Human Relations School and is prominent among those who realized the importance of human element. However, within this school, ‘he may be said to be the initiator of the behavioural approach.’ He begins his analysis with the premise that people enter into cooperation with each other in small and large group to realize the goals which otherwise could not be possible as individuals. Thus, he tried to develop a comprehensive theory of cooperative behaviour in formal organizations. He considered an organization as a social system. To him, an organization is nothing but a system of consciously coordinated activities of two or more than two persons. His definition of organization led him to his discourse on communication and authority. He was of the view that the executive could transmit the purpose of organization and understand the needs of the employee only by keeping communication channels open. He suggested that formal authority is little more than the willingness to communicate. His new insights resulted in challenging the various aspects of classical theory and contributed in launching the behavioural revolution in the study of public administration.

Herbert Simon was the next contributor to this approach in the field of public administration. He was very much influenced by the pioneer works of M.P. Follet on group dynamics in organizations and Human Relations approach of Elton Mayo. Besides this, Barnard’s famous work (Functions of the Executive) also had deep imprints on Simon’s thinking. In essence, many of Barnard’s ideas are found in Simon’s prime work Administrative Behaviour. Simon tried to provide a sound basis to this approach. He wrote an article Proverbs of Administration in which he shattered the classicists’ claim of universality of the principles of public administration. He called these principals no better

than “proverbs”. He finds that the principles evolved by the classicists were applicable only in contextual settings and thus, are inconsistent when applied to actual organizational situations. He was of the firm belief that the traditional theories apart from narrow in scope lack realism.

Since the early 1950s, many sociologists and psychologists contributed significantly in the development of behaviouralism in public administration. Abraham Maslow, Douglas McGregor, Rensis Likert and Chris Argyris, are some of the foremost behavioural scientists who used this approach in their respective fields. However, the contribution of these scholars has considerably enriched the subject matter of public administration and the development of behavioural approach in this discipline.

Check your Progress:

- 1) What are the salient features of behaviouralism?
- 2) Discuss the evolution of behavioural theory.
- 3) Name four exponents of behavioural theory.

4.6 Contributions of the Exponents:

The behavioural theory is not an overnight product. It is the result of a number of scholars who contributed differently in different spheres towards the upliftment of this theory.

4.6.1 David Easton-the eight basic premises of behaviouralism:

David Easton was a Canadian-born American political scientist. Easton has been described as one of the "first generation of behavioral revolutionaries" in the discipline of political science. He was former president of the American Political Science Association (1968–1969), past president of the International Committee on Social Science Documentation (1969–1971), and vice president of the American Academy of Arts and Sciences. The most widely known and used

definition of politics was provided by Easton in his identification of the political system with the "authoritative allocation of values for a society."

According to David Easton, behaviouralism sought to be "analytic, not substantive, general rather than particular, and explanatory rather than ethical." He mentioned the following eight basic premises (or intellectual foundation stones) of behaviouralism:

- Regularities- discoverable uniformities in human behaviour which can be expressed in theories or generalizations enabling explanation and prediction.
- Verification- Only empirically tested and verified knowledge can be accepted.
- Techniques- adopting appropriate methods for collecting, recording and interpreting data.
- Quantification- measurement and manipulation of data in administrative analysis, but only where possible, relevant and meaningful
- Values- being value neutral or separating values from facts as ethical evaluation and empirical explanation are two different things.
- Systematisation- both research and theory building must be systematic and be viewed as inter-twined parts of organized knowledge.
- Pure Science-establishing a link between theoretical understanding of administration and application of knowledge to practical problem solving.
- Integration- Inter-disciplinary focus facilitating cross fertilization of concepts and theories among the social sciences.

Stop To Consider

Herbert Spencer classified contemporary research on administrative behaviour into the four categories:

- (i) Research on bureaucracy, belonging to the Weberian Stream.
- (ii) Human relations research focused on motivations and concerned with increasing job satisfaction.
- (iii) Research on the inter-relationships of motivations of their participants.
- (iv) Research on the decision making process.

4.6.2:Herbert Simon-decision making in behaviouralism:

Herbert Simon was an American economist, political scientist and cognitive psychologist whose primary research interest was decision-making within organizations and is best known for the theories of ‘bounded rationality’ and ‘satisficing’. He provided a sound basis to the theory of behaviouralism. He opined that whole of the orthodox public administration requires serious reconstruction and proposes development of a new science of administration that should focus on behavioural issues.

The publication of Simon’s seminal work Administrative Behaviour in 1947 led to provide further impetus to the behavioural movement in public administration. In this book he advocated behavioural research in administration. While highlighting “administrative behaviour” Simon observed that it is “a part of the behavioural sciences and the study of public administration should involve the study of individual and collective human behaviour in administrative situations”.

He developed two interrelated concepts: ‘bounded rationality and satisficing’ which basically constitute the core of his entire intellectual activity. These two concepts primarily focused on the limits of human and organizational gathering and processing of information. These ideas discarded the concept of economic man and provide impetus to the behavioural study of organizations. In his book, he makes the assumption that administration can be reduced to science ‘simply by

applying logic to organization and decision making'. He maintains that to be scientific "the study of administration must exclude value-judgments, concentrate on facts, adopt clear terminology, apply rigorous analysis and tests postulates about administrative knowledge within the bounds of science and observation". He opined that behavioural approach provides the

In the behavioural approach, the question that is to be understood is the process that precedes action. This is popularly known as decision-making process. The need for taking decisions arises when there are several alternatives or courses of action open to an individual. But one has to choose only one alternative by a process of elimination. Therefore, decision-making is defined as a process of reducing the alternatives to one. Rationality of human being lies in selecting such an alternative which can produce maximum positive results and minimum negative results. The efficiency of any group effort, does not depend only on organisation that ensures effective thing of doing a job. It also depends on the existence of principles which would ensure correct decision-making which in turn determines the effectiveness of doing the job.

According to Simon, every decision is based on two premises- the factual premises and value premises. A fact is a statement of reality while a value is an expression of preference. He uphold the view that decision making comprises three principal phases- *intellectual activity* involves finding occasions for making a decision; *design activity* is finding alternative courses of action and *choice activity* involves selecting a particular course of action from the given alternatives.

4.6.3 Chris Argyris-integrating individuals and organizational goals:

Stop to Consider

Chris Argyris developed the Fusion Process Theory.
According to the theory, both the organization and the individual

seek to attain self-realization. The individual uses the organization to further his own goals which is known as the personalizing process.

Similarly, the organization uses the individual to reach its own goals which is known as the socializing process

The simultaneous operation of both these processes is called as the fusion process by Chris Argyris.

Chris Argyris was an American business theorist and professor emeritus at Harvard Business School. In his book 'Personality and Organization' (1957), he deals with the relationship between individual and organization and criticizes classical theory of organization. His contribution to the growth of behavioural theory can be discussed as follows:

According to Chris Argyris, people in organization have a tendency to grow from an immature state to a mature one under seven developments:

- From infant passivity towards adult activity.
- From dependence towards relative independence.
- From limited behaviour to many different behaviours.
- From erratic, shallow, brief interests to more stable, deeper interests.
- From short term perspective to long term perspective.
- From subordinate social position to an equal or superordinate social position.
- From lack of self awareness to self-awareness and self-control.

He, moreover, recommended the following strategies to attain the integration of needs of the individual with the goals of the organization:

- Matrix organization: superior-subordinate relationships are removed and substituted by self disciplined individuals.

- T-group training: laboratory programmes designed to provide opportunities for the individuals to learn the nature of group functioning.
- Double-loop learning technique: learning from others rather than from one's own self-perpetual techniques.
- Job enlargement: The enlargement should include enhanced use of individual's intellectual and interpersonal abilities.

Argyris argued that the above suggestions facilitate the integration of individual needs with the goals of the organization. Such integration creates conditions for realization of self-actualization for each individual.

4.6.4 Douglas McGregor- Motivation in behaviouralism:

Douglas McGregor was an American management professor at the MIT Sloan School of Management and president of Antioch College from 1948 to 1954. He contributed to the approach of behaviouralism through his theory of motivation. His theory of motivation is also popularly known as 'Theory X and Theory Y'.

According to McGregor, management holds two different sets of assumptions about human nature and human behaviour in organizations. These two diametrically opposite sets of assumptions are called by him as Theory of X and Theory of Y. While theory X represents classical approach to management, theory Y represents behavioural approach to management. Thus, theory X is work centered while theory Y is both work and people centered.

According to McGregor, the manager holds the following assumptions about human nature and human behaviour under theory X.

- (i) The average human being has an inherent dislike to work and will avoid it if he can.
- (ii) Because of this dislike to work, most people must be coerced, controlled, directed and threatened with

punishment to get them to put forth adequate effort towards the achievement of organizational objectives.

- (iii) The average human being prefers to be directed has relatively little ambition, and wants security above all.

In contrast, theory Y encompasses the following positive assumptions:

- (i) The average human being does not dislike work. Depending upon controllable conditions, work may be a source of satisfaction or a source of punishment.
- (ii) External control and the threat of punishment are not the only means for bringing about effort towards organizational objectives. Man will exercise self-direction and self-control in the service of objectives to which he is committed.
- (iii) Commitment of objectives is a function of the rewards associated with their achievement. The most significant of such rewards, for example, the satisfaction of ego and self-actualization needs can be direct products of efforts directed toward organizational objectives.
- (iv) An average human being learns, under proper conditions, not only to accept but to seek responsibility. Avoidance of responsibility, lack of ambition and emphasis on security are generally consequences of experience, not inherent human characteristics.

Douglas McGregor concluded that managerial strategy based on Theory Y assumptions will be more beneficial for both, the individual and the organization.

SAQ:

Discuss the contribution of David Easton and Herbert Simon towards the development of behavioural approach. How did they make attempts to develop a new approach to overcome limitations of traditional approach?

4.7 Criticisms to Behavioural Theory:

The theory of behaviouralism has been criticized on the following grounds:

- Due to their proclaimed ‘value-neutrality’, behavioural theory makes the study of public administration rather sterile and irrelevant to the major issues of public policy.
- The critics said that the theory of behaviouralism is useful, valid and applicable to the study of small organizations rather than big organizations. Hence, it has limited utility in public administration which deals with big organizations.
- It explains ‘what is’ rather than prescribes ‘what ought’ to be as behavioural theory is descriptive rather than normative.
- The behavioural theory is micro rather than macro in its orientation and analysis since it concentrates on the psychological variables of organizational phenomenon.

Stop to Consider

- The critics argued that the behaviouralist’s claim of ‘scientificism’ of this approach seems to be hollow. It is mainly because the human behaviour apart from complex is not quantifiable in precise terms.
- This approach gives least or no importance to the circumstances and the historical perspectives, that affects human behaviour and shape or reshape it.
- This approach is further criticized for being value free. Behaviouralists declare themselves as purists and value neutrals, but they do have a set of values as it is impossible to be value neutral.
- This approach is further criticized on the ground that it involves long-range ventures.

Check your Progress:

- 1) What do you mean by ‘Theory X and Theory Y’?
- 2) Make a critical evaluation of behavioural theory.

4.8 Summing Up:

Behavioural approach developed in late 1930's and early 1940's contributed significantly in development of public administration as a discipline.

In spite of the above mentioned criticisms we cannot undermine significance of behavioural approach. It has given substantial stimulation to the origin and growth of comparative public administration due to its methodology of testing hypothesis in cross-culture and cross-national contexts to be valid scientifically. It has brought out the new dimensions of public administration like decision-making, communication, motivation, leadership and so forth. It has brought new socio-psychological insights into the study of administrative behaviour. Moreover, it has shifted the emphasis in the study of public administration from formal legal structures to the people and their behaviour. Behavioural scientists are increasingly involved in scientific study of human behaviour and changing institutionalized human behaviour to fulfill the needs and goals of individual and organization.

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UNIT 5: BUREAUCRATIC THEORY

Unit Structure :

5.1 Introduction

5.2 Objectives

5.3 Weberian Model

5.3.1 Max Weber's theory of Ideal Bureaucracy

5.3.2 Principles/Elements of Weber's Bureaucratic Theory

5.3.3 Behavioural Characteristics of Weber's Theory

5.4 Critical Appreciation

5.4.1 Contributions of the Theory

5.5 Summing Up

5.6 References and Suggested Readings

5.1 Introduction:

In common parlance, 'bureaucracy' is generally used to mean red-tapism and inefficiency. But Max Weber has used the term 'bureaucracy' in a positive sense. Max Weber, a German Sociologist, became famous in the field of Public Administration for his systematic analysis of 'bureaucracy'. His thought has influenced generations of scholars on bureaucracy and formal organization. Max Weber's Bureaucratic model has continued to be a dominant model of organization in Public Administration. The term 'bureaucracy' was first used in the French form 'Bureaucratic' by the French Minister of Commerce in the 18th Century. However, it is Max Weber who scientifically and systematically develops the Bureaucratic theory of organization in Public Administration.

This unit is meant to introduce you to the Bureaucratic theory which holds a prominent place in the field of Public Administration. Classical writings on Bureaucracy can be traced to several sources. The major contributions have come from Marx, Max Weber and Robert Michel. However, the most scholarly writing on the subject of 'Bureaucracy' is given by Max Weber (1864-1920). In this unit, we will try to deal with the key principles which will help you to understand the basic requirements of every organization and the principles adopted for designing an organization. This unit also deals with the Weberian

model of Bureaucracy which helps you to understand how an efficient and committed bureaucracy can help an organization to achieve its desired goals.

5.2 Objectives:

The Weberian model of Bureaucracy helps us to understand how an efficient and committed bureaucracy can help an organization to achieve its desired goals. In this unit we will make an attempt to deal with Weber's model of Bureaucracy and assess its relevance. After reading this unit you will be able to

- discuss the basic principles and features of Weber's Bureaucratic theory
- explain the basic mechanism of organization and bureaucracy
- examine the significance and the limitations of Bureaucratic theory
- describe the impact of Bureaucratic theory

5.3 Weberian Model:

Before discussing the Weberian model, first we will discuss the background of the theory. The term Bureaucracy sometimes refers to the tasks and procedures of administration as well as a collective body of officials. It was Vincent De Courney, a French economist who used the word Bureaucracy for the first time during the first half of the 18th century. In the 19th century, state interventions in society increased and bureaucracy became a major focus of concern among the European scholars. Gaetano Mosca used this term to understand the fundamental structure governing great empires. He classified political systems as either feudal or bureaucratic as discussed in the book *The Ruling Class*. So, the term has been related with power of the government and management of governmental tasks since its inception. It was Weber who initiated the systematic sociological study of bureaucracy. In the following section, we will discuss the Weberian concept.

According to Max Weber, every organization can be defined as a structure of activities (means) directed towards the achievement of certain objectives (ends). The structures aim at the maximization of efficiency and productivity. To maximize efficiency and productivity, every organization develops a system of specialization and a set of systematic rules and procedures. Weber says that the bureaucratic form is capable of attaining the highest degree of efficiency. He emphasizes the point that the highest degree of efficiency in any organization can

be obtained through the bureaucratic structures. Weber never defines Bureaucracy. He only describes its characteristics. To him, Bureaucracy is an administrative body of appointed officials. Thus, in Bureaucracy he has included explicitly appointed officials only leaving out the elected ones. For Weber, Bureaucracy means the administrative staff of a legal-rational authority system. Since Weber's idea of Bureaucracy is related to his idea of authority, we must first discuss in brief Weber's analysis of the bases of authority. Weber observes that for all types of authority, the existence and functionalities of an administrative staff is vital; but the nature of the staff and the activities it performs differ according to the basis of the legitimizing authority.

Weber classifies authority on the basis of legitimacy. A brief reference to the different types of authority are-

- **Traditional Authority:** -Traditional authority (also known as traditional domination) is a form of leadership in which the authority of an organization or a ruling regime is largely tied to tradition or custom. The main reason for the given state of affairs is that it "has always been that way" Weber derives the traditional domination from patriarchies and their households – in other words, from the ancient tradition of family (the authority of a master over his household). The master is designated in accordance with the rules of inheritance. This authority is based on 'piety for what actually, allegedly or presumably has always existed'. Traditional authority according to Weber, rests on "an established belief in the sanctity of immemorial traditions and in the legitimacy of the status of those exercising authority under them". Traditional rulers do not need to justify their authority. The ruler is obeyed because the traditions demand so. Monarchs rule because they always have done. Traditional authority derives its legitimacy from the acceptance. Generally, the persons exercising authority are called masters who enjoy personal authority by virtue of their inherited status. Their commands are accepted by the people because of customs. So, we can say that this kind of authority largely depends on customs, traditions and other social conditions of that particular country where it prevails.

Thus it can be said that, Traditional authority can be defined as the power legitimized by respect for long-established cultural patterns. It comes from unwritten rules that are maintained over time. Leaders in traditional authority are people who depend on an established order or tradition. This leader is a dominant personality and the existing order in the society entrusts him the mandate to rule. Traditional leadership is reflective of everyday conduct and routine. People respect traditional authority because "It has always been that way."

- **Charismatic Authority:** -Here leaders are obeyed because they inspire their followers who credit their heroes with exceptional and even supernatural qualities. The holders of charisma may be a prophet, a messiah or a political leader. In Weber's analysis, charisma lies in the eyes of the beholder. Those subject to charismatic authority are followers, not subjects. While referring to the administrative system under the charismatic authority, Weber observes that in such a system, there is no separate administrative staff but only a group of followers and disciples who are given positions in administration on the basis of their charismatic qualities. There are no legal rules to govern the administrative class.

In short it can be said that, Charismatic authority can be defined as the power legitimized by exceptional, unusual, and extraordinary personal abilities which inspired devotion and obedience. Weber identified this extraordinary attribute as 'Charisma' whereas Robert Bierstadt called it leadership and not an authority at all. It is important to note that in charismatic authority, the leader is believed to be magical by employing various tactics. The leader designs an army of true devotees to obtain perpetual support from the people.

- **Legal-Rational Authority:** -Weber's third type of authority system is legal-rational authority with Bureaucracy forming the kernel of the administrative system. Legal-rational authority indicates that authority is invested in a set of rules and rule-bound institutions and that the creating and changing the rules are outside of the control of those who administer them; it does not mean, however, that the authority is democratic. According to Weber, the legal-rational authority system is the dominant institution of modern Society. This system is called 'rational' society. This system is called 'rational' because in it the means are expressly designed to achieve certain specific ends. It is 'legal' because authority is exercised by means of a system of rules and procedures. From the above discussion, we realize that any kind of authority enjoys legitimacy as long as it is accepted by the people. In other words, we can say that legitimacy depends on acceptance. Weberian model of bureaucracy is an institutional mechanism for the exercise of legal-rational authority.

Weber identifies three types of 'pure' legitimate authority: rational-legal authority rests 'on a belief in the "legality" of patterns of normative rules and the right of those elevated to authority under such rules to issue commands'; traditional authority rests 'on an established belief in the sanctity of immemorial traditions and the legitimacy of the status of those exercising authority under them'; and charismatic authority rests 'on devotion to the specific and exceptional sanctity, heroism, or exemplary character of an individual person, and of the normative patterns or order revealed or ordained by him' (Weber 1947, p. 328). At other points in his analysis, Weber also describes a

value-rational legitimacy, which holds ‘by virtue of a rational belief in its absolute value’ (Weber 1947, p. 130). Barker argues that value rationality ought to be included as a fourth type of legitimacy (Barker 1990, p. 49).

SAQ:

Examine the three types of authority stated by the Weber. (80 words)

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5.3.1 Max Weber’s theory of Ideal Bureaucracy:

In the study of administrative science, the subject of bureaucracy occupies a significant place as the concept aims at explaining the devices for exercise of power and control in organized situations. The bureau or public office, in some form or other has always been adjunct of organized government all over the world. It is found in all large and complex organizations including political, religious, business, military, and educational institutions. Urwick says that bureaucracy is indispensable for improving the leadership quality and is a system of human collaboration. Dimock points out that ‘complexities produces bureaucracy’. It is an essential ingredient of modern civilization. As we have studied in the previous unit, there are two kinds of element in government; one is temporary and the other is permanent. The permanent one is constituted by bureaucracy. Continuation of a governmental policy depends on permanent executive, i.e. the bureaucracy.

Now let us focus on the causes of its origin. In the words of Weber, basically the expanding role of technological knowledge and the development of modern technology pave the way of Bureaucracy. In such pattern an efficient bureaucracy is essential to attain a higher degree of development. Another cause is the development of large scale organizations and their ever expanding role in public matters. Weber is the first social scientist who offers a systematic study of bureaucracy and its characteristics. To him, bureaucracy is an administrative body of appointed officials who conduct administration on the basis of written documents. In this unit we will discuss his model popularly known as Weberian model of Bureaucracy. The model of Legal-Rational Bureaucracy designed by him has the following characteristics.

- Official business is conducted on a continuous basis.
- Every official and every office is part of a hierarchy of authority. Higher officials or offices supervise while lower officials and offices have the right of appeal.
 - Offices are arranged hierarchically and their duties and rights of control are specified.
 - All officials work on the basis of rules and regulations.
 - Officials' works are different and separate from private work.
 - Officials are appointed on the basis of a contract.
 - The official post is his main or sole occupation; he is barred from occupying any other position outside the office.
 - Officials are selected on the basis of their merit. A written examination is conducted to judge their merit.
 - The officials are not allowed to use official property for their own pleasure. The Characteristics of the Officials in Weberian Model of Bureaucracy
 - He is personally free (and not a servant to anybody personally) and appointed to an official position on the basis of a contract.
 - He exercises the authority delegated to him in accordance with impersonal rules and his loyalty is expressed through faithful execution of his official duties.
 - His appointment and job placement depend upon his technical qualifications.
 - His administrative work is his full-time occupation, and
 - His work is rewarded by a regular salary and by prospects of regular advancement in a life-time career. Therefore, Weber argues that people once ruled by bureaucracy can never think of any other alternative. Hence, it is permanent and indispensable. From those characteristics of Weber's Bureaucratic theory, we find that his theory is value-neutral; it simply provides a conceptualization of a form of social organization. We can examine his view from three different perspectives. Firstly, it can be studied in terms of its structural basis. It provides the most attractive dimension of his theory. The features like hierarchy and division of work have been identified as important aspects of its structure. Secondly, it can be studied on the basis of its behavioural characteristics which we shall discuss in section 5.3.3. Thirdly, it can be studied on the basis of its ability to achieve the purpose of an organization. This is an instrumental view of bureaucracy which aims to increase the efficiency of an organization.

But he views rationalization and bureaucratization as highly problematic for individuals and the society with many consequences. The overwhelming power of bureaucracy can dominate the society as well as its politics. It may be a cause of damage of social and political institutions. However, Weber says that there is no viable alternative for bureaucracy, so it will continue to be the dominant theme of modern society.

Stop to Consider:

Capitalist system and Bureaucracy The capitalist system plays an important role in the development of modern bureaucracy. The proper functioning of the capitalist system requires a stable state and a well-organized administration. Besides, capitalism is considered as the most rational economic basis for bureaucratic administration. In this regard we can point out Marx's explanation on bureaucracy. Bureaucracy, as seen by Marx in the feudal-capitalist Prussian situation, is a form of society dominated by the state. It considers the role of formalism in the feudal-capitalist Prussian situation and presents itself as a superior consciousness as it reflects the will of the state. Again, Marx asserts that in a capitalist system, bureaucracy captures and holds the power of the state. It stands between the state and public opinion to prevent profanation of the state.

5.3.2 Principles/Elements of Weber's Bureaucratic Theory

In Weber's concept of Bureaucracy, we find some principles which are followed by bureaucracy. These principles are basic for the success of bureaucratic administration. In this section, we will discuss these principles briefly.

- **Division of Labour:** This involves a specified sphere of competence which constitutes part of a systematic division of labour. Each office is the primary occupation of the incumbent so long as he enjoys tenure, but he cannot personally own the office or the means of production and administration. His job placement is based on his qualifications and his special training.
- **Hierarchy:** - Hierarchy is another fundamental characteristic of bureaucracy. There is a separation between a superior and a subordinate officer, i.e., each lower office is under the control and supervision of higher one. Remuneration is fixed in accordance with the nature of job and grade of responsibilities.
- **Rules:** - Thirdly, bureaucracy operates in accordance with the rules. The role of rules has been stressed by Weber so that personal favours,

arbitrariness, grace or gratitude do not hinder the working of an organization.

- Impersonality in interpersonal relations: the officers are bound to obey the rules of the organization as an impersonal order. They can act only in accordance with these rules in their contacts with other persons inside as well as outside of the organization. Thus, from these principles we can see that Weber considers bureaucracy as a value-free and neutral administrative machinery.

In short we can find out the following six major principles of Weber's Bureaucratic Theory:

1. **A formal hierarchical structure** – In a bureaucratic organization, each level controls the level below it. Also, the level above it controls it. A formal hierarchy is the basis of central planning and centralized decision-making.
2. **Rules-based Management** – The organization uses rules to exert control. Therefore, the lower levels seamlessly execute the decisions made at higher levels.
3. **Functional Specialty organization** – Specialists do the work. Also, the organization divides employees into units based on the type of work they do or the skills they possess.
4. **Up-focused or In-focused Mission** – If the mission of the organization is to serve the stockholders, board, or any other agency that empowered it, then it is up-focused. On the other hand, if the mission is to serve the organization itself and those within it (like generating profits, etc.), then it is in-focused.
5. **Impersonal** – Bureaucratic organizations treat all employees equally. They also treat all customers equally and do not allow individual differences to influence them.
6. **Employment-based on Technical Qualifications** – Selection as well as the promotion of employees is based on technical qualifications and skills.

Check Your Progress:

1. How can we achieve ideal bureaucratic organization?
2. Choose the correct one:
 - a. Weber considers bureaucracy as an inefficient type of administration.
 - b. Bureaucracy is closely associated with capitalist system.
 - c. Principles of bureaucracy permits the officials to grant personal favours in official matter.

5.3.3 Behavioural Characteristics of Weber's Theory :

Behavioural characteristics refer to the features of administrative behaviour of bureaucracy. The following are the behavioural characteristics in Weber's theory of bureaucracy:

- **Rationality**:-The term 'Rationality' implies that the behavioural pattern of the bureaucrats should be rational. In fact, rationality and efficiency go together. If the officers and the employees demonstrate irrationality in their administrative behaviour, the efficiency level of the bureaucratic organization will come down. It is due to this 'rationality' that the personal whims of the leaders and traditional pressures are not effective in the bureaucratic organization.
- **Impersonality**: - The bureaucratic model of organization has no place for personal whims, fancies or irrational statements. Official activity is conducted with a high degree of impersonality.
- **Rule Orientation**: - Rationality and impersonality are mainly achieved through formulation of rules and procedures. The rules clearly define the area of authority and conduct. All kinds of administrative activities are to be conducted keeping in view the existence of rules and procedure in the administrative organization. Accordingly, bureaucratic authority is to be exercised in relation to the principle of rule orientation.
- **Neutrality**: - Bureaucracy is accepted to be apolitical and neutral in its orientation and support. 'Neutrality' implies complete impartiality on the part of the officers. Bureaucracy should be value-neutral, committed only to the work it is meant to perform. Weber thinks that this legal-rational Bureaucracy is technically superior to all other administrative system. Thus we find that Weber's ideal bureaucratic organization can most effectively achieve a prescribed goal and eliminate arbitrariness and discord in interpersonal and inter-group relationship.

Stop To Consider:

Basis of Weber's Bureaucratic Theory: Weber's theory is based on the following grounds —Impersonal relationship —Rule bound procedures —Sphere of competence —Hierarchy —Separation of personal and public ends —Written documents, and —Monocratic order

5.4 Critical Appreciation

The Weberian model of Bureaucracy has attracted criticism mainly on three points:

(1)The rationality in this model

(2)The suitability of this model for the administrative requirements of different places and changing times.

(3)Whether the model can attain maximum efficiency as visualized by Weber. A number of critics like Peter Blau believe that the Weberian model of bureaucracy cannot be applied to administration of different places and times. He feels the need to take a fresh look at the concept of rational administration. In a changing environment, the attainment of organizational objectives depends on perpetual change in the structure. For that reason efficiency cannot be guaranteed by tethering the official to a set of rigid rules. According to Blau, efficient administration is possible only when an individual is allowed to identify with the purposes of the organization and to adapt his behaviour to his perception of changing circumstances.

- The Behavioral theorists like Herbert Simon and Chester Bernard have emphasized that administrative efficiency will be reduced by following Weber's bureaucratic approach.
- Weber has also been criticized for not paying adequate attention to human behaviour. The critics state that the bureaucratic theory makes administration a purely mechanical exercise ignoring the importance of the human element.
- Weber is criticized for ignoring the socio-cultural environment and behavioural trends in organization. Efficiency of an organization can only be increased if proper attention is paid to informal organization and better human relations.
- The Bureaucratic theory is also criticized for being too formal.
- The Bureaucratic model has been criticized as unsuitable to the studies of the developing countries.
- Max Weber thinks that through rules and regulations, efficiency in an organization can be maintained. But, he has neglected the other sides of human nature i.e. corruption, selfishness emotions, sentiments etc.
- Max Weber talks about division of work but he never pays attention to administrative development due to the changing circumstances. Thus, there is no scope of flexibility and adaptability in the Weberian Model. R.K. Merton has criticized the bureaucratic form as

characterized by rigidity, over-emphasis on rules and absence of flexibility and adjustments.

- David Verdant in his work Max Weber and the Theory of Modern Politics has drawn attention to a serious problem of this approach. Bureaucracy has a tendency to become an elite power group which is against the interest of liberty of the people.
- Social Scientists like Warren Bennis have predicted that the Bureaucratic form is outdated. It is not in conformity with the demands for a modern organization in public administration. The critics of Weber have also argued that his model lacks empirical validity, particularly when it is related to modern administration. But Weber has constructed his model in the light of the situation in Germany of his period. Therefore, it may not be suitable for a different type of situation. Weber says that his model is superior and permanent; it is only because he compares his legal-rational model with the traditional and charismatic type of organizations.

5.4.1 Contributions of the Theory:

Despite the criticism of Weber's theory it is still crucially important in modern organizations. It should be noted that many of the thinkers who criticize Weberian model are actually criticizing the present day bureaucracies who more or less reflect the model. We talk of de-bureaucratization or less bureaucracy. But this appears idealistic as we are not able to avoid bureaucracy even in our welfare and development organizations because of the weaknesses inherent in individuals and organizations. The bureaucratic theory has contributed towards the development of a formal administrative culture which is essential for the smooth functioning of the bureaucratic organization. The following are the contributions of the theory:

- The bureaucratic theory of organization has served useful purpose by helping to develop professionalism in administration.
- Max Weber emphasizes the principle of merit which increases efficiency. He also emphasised the maintenance of efficiency in administration. Consistency or continuity in administration is a product of Weberian principles.
- The bureaucratic theory has underlined the need for rationalist ethics and standard of conduct in public administration.
- The bureaucratic theory provides stability and continuity to organizations because of its emphasis on the role of rules in administration.

- The bureaucratic theory of Max Weber provides accountability of administration as all its decisions are expected to be recorded in writing. It helps public accountability of administration.
- Weber's bureaucratic theory advocates the separation of administrative staff from ownership of the means of production or administration. It makes a complete distinction between the office and the office holder. It thereby stresses the fact that personal and public ends are distinct and have separate spheres. Thus, we find that in spite of severe criticisms, the bureaucratic theory has continued to be a major area of emphasis in the field of administrative organization.

Stop to Consider:

Impact of Weber's Theory in Contemporary World:

Today elements of bureaucracy are found in every modern country. Government, large business organizations, religious institutions and political parties are largely based on bureaucratic concept. There is no alternative to substitute the system of bureaucracy. It has the most profound effects upon mankind. Presently many theories have emerged to reduce its obstacles, such as, representative bureaucracy, balanced bureaucracy etc. In a modern country bureaucracy is considered as an organization that maximizes efficiency in administration or an institutionalized method of organized social conduct in the interest of administrative efficiency. As all we know, now bureaucracy is regarded as the backbone of administrative system. The continuation of administration greatly depends on bureaucracy. So, the bureaucracy should be committed, efficient and well-versed. After analyzing the Weberian model, we find that he wants to construct an ideal type or a mental map of a fully developed bureaucracy. His theory also refers to the sociological concept of rationalization of collective activities. Thus, the bureaucratic form as reflected in Weber's writings is the most efficient organizational form for large-scale, complex administration developed in the contemporary world so far.

SAQ:

Do you think that Weber's theory is able to improve the quality of administration? (80 words)

.....

5.5 Summing Up:

From the above discussion, we have got a clear idea of Max Weber's bureaucratic theory. Weber analyzes bureaucracy from positive angle and deserves credit for providing one of the most essential components for the functioning of the administrative machinery. Max Weber's bureaucratic theory is in a position to tackle the problems of a large administrative organization. Therefore, this theory undoubtedly occupies a vital place of importance in the field of Administrative Organization. Many social scientists are now engaged in finding out ways and means to reduce the bureaucratic influences in development and welfare sector of public administration. After reading this unit, you find that Weber views rationalization and bureaucratization as highly problematic due to their consequences for individuals and society. He also appears to be pessimistic about the capacity of democratic political institutions to maintain control over the bureaucratic apparatus of the state. He views bureaucratic power as probably overwhelming in the long run because of the bureaucrat-administrator's technical expertise and control over the instruments of government. He recognizes the potential power of bureaucracy to do serious damage to valued social and political institutions. To sum up, it must be said that elements of bureaucracy are found almost universally in modern organization, more complex than simple face-to-face relationship. Government's large business organizations, universities, and even religious institutions are largely based on bureaucratic concepts. Although the end of bureaucracy has been predicted, no alternative has been developed that can effectively provide the necessary order to a complex organization. To conclude, we can sum up the Bureaucratic Theory as being characterized by rigidity, inflexibility, emphasis on means rather than ends and anti-humanist overtones.

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BLOCK- III
THEORIES OF PUBLIC ADMINISTRATION- II

UNIT 1: DECISION MAKING THEORY

Unit Structure :

1.1 Introduction

1.2 Objectives

1.3 Meaning and features of decision making theory

1.4 Contribution of Herbert Simon

1.4.1 Simon's Criticisms to Classical Theory

1.4.2 'Facts' and 'Values'-Simon's Bases of Decision Making

1.4.3 Simon's Stages of Decision Making

1.4.4 Simon's Classification of Decision

1.5 Models of Decision Making Theory

1.5.1 Herbert Simon's Bounded Rationality Model.

1.5.2 Lindblom's Incremental Model

1.5.3 Etzioni's Mixed-Scanning Model

1.5.4 Dror's Optimal Model

1.6 Criticisms to Decision Making Theory

1.7 Summing Up

1.8 References/Suggested Readings.

1.1 Introduction:

Decision making theory plays very crucial role in determining and shaping administrative behaviour. Decision making is the process through which one optimal choice is made from several possible alternatives of solutions for a given situation that will ensure maximum benefit and least risk than the others which were not selected. Classical thinkers did not attach much importance to decision-making as an all pervasive activity related to all management functions like planning, organizing, coordinating, controlling, and so

on. The first comprehensive analysis of the decision making process is given by Chester Bernard. He observed, “the processes of decision are largely techniques for narrowing choice.” In the words of Seckler Hudson, “Decision making in the government is a plural activity. One individual may pronounce the decision, but many contribute to the process of reaching the decision. It is a part of the political system.”

In the unit, we will study meaning, features, factors and stages of decision making theory extensively. Amongst all contributors to the theory, the unit will put emphasis on Herbert Simon’s concept of decision making in details. Apart from Herbert Simon, students will also come to know about contributions from some other scholars notably Charles. E. Lindblom, Etzioni, Yehezkel Dror through their ‘incremental model’, ‘mixed-scanning model’ and ‘optimal model’ respectively. The theory of decision making has been developed as a reaction to classical theories. The unit will give you a better understanding on what grounds classical theories were challenged by the exponents of decision-making theory. After reading this unit, you will be able to differentiate between factual decisions and value loaded decisions. The unit will not skip loopholes associated with Herbert Spencer’s decision making theory.

1.2 Objectives:

Decision-making pervades the entire organization, that is, decisions are made at all levels of the organization. Hence, an organization can be viewed as a structure of decision-makers. After reading this unit you will be able to:

- *understand* different features of decision-making theory.
- *comprehend* factors and phases of decision-making theory.
- *elaborate* Herbert Spencer’s bounded rationality model and its significance within the organization.
- *assess* different models on decision making theory.
- *evaluate* critical appraisal of the theory.

1.3 Meaning and Features of Decision making Theory:

Decision-making means choosing one alternative from among various alternatives. It is essentially problem-solving in nature. Millet mentioned three factors which should be examined in order to understand the decision making process:

- (i) Personal differences among the individuals that make some decisive and others indecisive.
- (ii) Role played by knowledge in decision-making.
- (iii) Institutional and personal limitations which circumscribe decision-making.

Some of the *essential features* of the process of decision making are:

- a) It is a goal oriented process;
- b) It is an intellectual process as it is a product of deliberations, reasoning and evaluation;
- c) It is a dynamic process varying with the type of problem and available time;
- d) It is situational in nature as the same decision cannot be taken in general for all situations;
- e) Decisions have to be taken keeping in mind the environmental factors— political, economic, geographical, social etc.
- f) It is a continuous and ongoing process--one decision being followed and supplemented by another one and so on;
- g) It cannot be fully objective as intuition, instinct and a host of other psychological factors contribute to the choice of an alternative out of seemingly similar alternatives.
- h) A decision is usually made within the guidelines of an established policy. A policy is relatively extensive, affects many problems and is referred to again and again.
- i) It is essentially problem solving in nature as it applies to a particular problem.

Stop to Consider:

Herbert Simon equates administration with decision making as every aspect of administration revolves around decision-making.

He stated, “decision-making is the heart of the administration, and that the vocabulary of administrative theory must be derived from the logic and psychology of human choice.”

According to him, determination of ‘what to do’ needs more attention than the actual process of ‘doing’ and in that context decision making deals with the process of choice which leads to action.

1.4 Contribution of Herbert Simon:

Herbert Alexander Simon (1916-2001) was an economist and a political scientist and most of his research works included various aspects related to organization, such as decision making, human behaviour, and so on. He completed his doctoral degree in Political Science with a specialization in Public Administration from the University of Chicago. In 1970, Simon received Nobel Prize in Economics for his research work on decision making process in economic organization.

His most important contribution is the study of decision-making process. In this celebrated work, ‘Administrative Behaviour’ (1947) that nature of an organization can be understood from its decision-making process. He further made an analysis of linkage between human behaviour and value preferences in decision-making process. He also believed that distance between rationality and behaviour can be bridged by the concept of decision. He was influenced by the works of Mary Parker Follett, Elton Mayo and Chester I. Bernard, who made remarkable contributions to the study of group dynamics in the organization.

1.4.1 Simon's Criticisms to Classical Theory:

Herbert Simon was critical to classical theories put forwarded by various thinkers and he labeled 'principles of organization' as 'mere proverbs'. Simon challenged classical thinkers advocacy of principles of administration having universal application. For instance, he pointed to the ambiguity that exists in the principle of 'unity of command' and 'span of control' as the former is about how an employee should receive command from only one superior; while the latter is about the number of subordinates that a superior can control.

Thus, Simon found the two principles to be contradictory and ambiguous and considers them to be contradictory proverbs, as there is no detailed research into real situations and according to him the principles are defined without adequate diagnosis of situation. He stated that in determining the correctness of a proposition, it should be directly compared with experience-with the facts-or it should be led by logical reasoning to other propositions that can be compared with experience. Thus, according to Simon, the principles of administration lack scientific validity and there lies huge gap between the theory and practice of organization.

Simon stated, "Before a science can develop principles, it must possess concepts. Decision-making is the most important activity of administration. An administrative science, like any science, is concerned purely with factual statements. There is no place for ethical statements in the study of science." Thus, he criticized narrowness in the traditional approach and considered them to be contradictory and internally inconsistent.

1.4.2 'Facts' and 'Values'-Simon's Bases of Decision-making:

According to Simon, every decision is based upon two premises- *the factual premises* (proven examples) and *the value premises* ((good and bad/morality, culture or virtues).

A fact is a statement of reality, while a value is an expression of preference. A factual premise can be proved by observable and measurable means that is, tested empirically. A value premise, on the other hand, cannot be tested empirically, that is, it can only subjectively asserted as valid. According to him, the value premises are concerned with the choice of ends of action, while the factual premises are concerned with the choice of means of action. Moreover, he stated that as much as possible decisions should be based on facts and not influenced by values much so that there is uniformity in decision making universally and also decisions based on facts are most beneficial as they are proven and tried and tested most of the time and well calculated. He however made an exception for values stating that values can take part in decisions relating to the fixation of end goals of a policy while factual judgments shall be seen pre-dominant in the implementation of such goals.

He stated that, in so far as, decisions lead to the selection of final goals, they can be called as ‘value judgements’ and in so far as the decisions involve the implementation of such goals, they can be called as ‘factual judgements’. For instance, in the budgeting of a local body, the council has to decide on the sets of items for which amount is to be allocated. This depends on the priorities. The decision whether to allocate more amount to roads or perks, education or health are all interlinked with the value judgement. Once the priorities are decided, then the implementation mostly depends on factual judgements. For instance, the lengths of the roads, the connecting points, the types of roads etc. are decisions related to factual judgements. Value and factual decisions do not exist. Values and facts are only the premises and components which are inter-connected.

Check Your Progress:

- 1) Write a short note on Herbert Simon.
- 2) Answer five essential characteristics of decision-making theory.
- 3) Name three exponents of decision-making theory.
- 4) What are grounds of Herbert Simon's criticisms to classical theories? Discuss.
- 5) Write the differences between factual premises and value premises.

1.4.3 Simon's Stages of Decision-Making:

According to Simon, decision-making comprises three principal stages or phases which can be discussed as follows:

- a) *Intelligence activity stage:* Simon called the first phase of decision making process as the intelligence activity. It involves finding occasions for decision making. The head of the organisation after studying the organisational environment has identified the problem to be solved and gives it the needed recognition so that the whole organisation is aware of it and proceeds to its next step of resolution. According to Simon, the executives spend a large fraction of their time surveying the economic, technical, political and social environment to identify new conditions that call for new actions.
- b) *Design activity stage:* Once the problem is identified the head of the organisation begins searching for possible and suitable courses or strategies or alternatives of action that could help resolve the issue in the best possible manner and leading to positive and beneficial results for the organization. He then goes through the merits and demerits of each of these alternatives and how they would work in regards to the issue and the speculation of results.

c) *Choice activity stage*: Once the alternatives have been developed the administrator proceeds to the choice activity stage which critically evaluates the different consequences of all the alternatives available. After the above mentioned stages are completed, the decision is taken which seems the most appropriate and can fulfill the objectives of the organisation. This stage requires certain skills like judgement, creativity, quantitative analysis and experience in the decision making process.

In these above mentioned three stages, the decision maker should be equipped with certain skills like judgement, creativity, experience and quantitative analysis. Though the decision making process may seem to be quite simple, in reality it is more complex. In every activity that is mentioned above, there is again a set of three activities. That is, within the ‘intelligence activity’, all three activities like intelligence, design and choice activities are involved. In general, Intelligence activity precedes design activity and design activity precedes choice activity. The cycle of phases is however far more complex than this sequence suggests. There are wheels within wheels.

1.4.4 Simon’s Classification of Decision:

The decisions are classified into various types by various thinkers. Herbert. A. Simon classified decisions into two types- programmed decisions and non-programmed decisions.

(i) *Programmed Decisions*: Decisions are programmed to the extent that they are routine and repetitive, so that a definite procedure has been worked out for handling them and they don’t have to be treated de-novo each time they occur. It is a decision by precedent. Such decisions which could be seen having repetitive components and where examples are present and somewhat of a routine nature with fixed variables. These kinds of decisions are suitable to be delegated to lower levels of the organisation.

ii) *Non-Programmed Decisions*: Such decisions which are novel, unstructured, unique and non-repetitive in nature having a new environment and variables. There is no cut and dried method for handling the problem because it is hasn't arisen before. These decisions are advised to be kept at the higher level of management.

SAQ:

Q. 'The phases of decision-making are wheels within wheels.'- Explain.

1.5 Models of the Decision Making Theory:

There are four models of decision-making which can be discussed as under:

1.5.1 Herbert Simon's Bounded Rationality Model:

Herbert Simon has put forward an alternative model to the classical 'Economic Rationality Model' which he believed was comparatively a more realistic alternative. This model of decision making which he calls 'Bounded (limited) Rationality'(understanding) he proposes the model of 'Administrative Man' rather than 'Economic Man' while making decisions in an organisation. It states that there are limitations of human capacity in formulating and solving complex problems that arise from internal, that is, psychological factors of stress or motivations on one hand or external, that is, environmental factors on

the other hand. Thus, decisions are made within such constraints of the circumstance by the administrator in a given situation. He calls such decisions 'satisficing' decisions by combining the words satisfying and sufficing (to be enough) for the situation to get resolved. He states that a 'one best solution' or completely 'rational' choice of decision can never be achieved as the administrator only has limited knowledge of a given situation and so according to him that decision is the best but actually there will always be a better choice which is not known to the administrator due to his knowledge constraints and coming in between of his habits, personal beliefs or intellectual capacity, informal groups and the relationships people share in an organisation, lack of time, limited span of attention, etc. So, an administrator actually makes a satisficing decision instead of the best or maximizing decision that has only positive effects and gets the maximum rewards for the organisation as per the Classical theorists, which sounds idealistic, not practical. Simon defined decision making as "the optimum rational choice between alternative courses of action." According to Simon, decision making pervades the entire organisation. Hence, he viewed organisation as a structure of decision makers. He equated administration with decision making as every aspect of administration revolves around decision making. He observed that decision making is an allembicing activity subsuming all the administrative functions described as 'POCCC'(Planning, organizing, commanding, coordinating and controlling)by Fayol and 'POSDCORB' (planning, organizing, staffing, directing, coordinating, reporting and budgeting) by Gulick.

Simon has presented six types of rationality in decision making:

- i) Subjective: A decision is subjectively rational if the decision maximises attainment when compared to the knowledge of the subject that the administrator has.
- ii) Objective: A decision is objectively rational where it is correct behaviour for maximising given values in a given situation.
- iii) Conscious: A decision is consciously rational where adjustment of means(methods, equipments and funds used to achieve an

end/objective/goal) to ends (end result/objective or goal) is a conscious & planned process.

iv) Deliberate: Decision is deliberately rational if the adjustment of means to ends has been deliberately sought.

v) Personal: Decision is personally rational if the decision is directed to the individual's goals.

vi) Organisational: Decision is organisationally rational to the extent that it is aimed at the organisation's goals.

Simon believed that total rationality is impossible in administrative behaviour. Hence, “maximising decisions” are also not possible. He observed that human behaviour in an organisational setting is characterized by ‘bounded rationality’ leading to satisficing decisions. Satisficing decision implies that a decision-maker chooses an alternative which is satisfactory or good. The following factors are responsible for bounded rationality leading to satisficing decisions:

a) Dynamic nature of environment.

b) Dynamic nature of organizational objectives.

c) Inadequate information as well as limited capacity to process the available information.

d) Time and cost constraints.

e) Personal factors of decision makers like preconceived notions, habits, and so on.

f) Organisational factors like procedures, rules, channels of communication and so on.

g) Alternatives cannot be always quantified in an ordered preference.

h) Decision makers may not be aware of all the possible alternatives available and their consequences.

Stop to Consider

Charles E. Lindblom was an American academic who studied Economics at the University of Chicago and was Sterling Professor Emeritus of Political Science and Economics at Yale University. He served as President of the American Political Science Association.

Lindblom was one of the early developers and advocates of the theory of incrementalism in policy and decision-making.

To him, the actual decision-making in administration is different from the way it is generally described in theory.

He applied 'marginal incrementalism' and 'partisan mutual adjustment' to describe actual decision making process in the administration.

1.5.2 Lindblom's Incremental Model:

Lindblom was critical of Herbert Simon's approach and advocated that instead of changing the whole area of where the issue arises, small and partial adjustments should be made mutually

which will then pass on gradually and without any conflict spread to the whole bit by bit, that is incrementally (a series of increases). If a big decision is taken all of a sudden it might be opposed as the people would find it hard to adjust to. He calls it as his paper titles "The Science Of Muddling Through" (1959) that instead of rationalism, the approach of Incrementalism is the best way since a public policy is mostly a continuation of a previous policy or a better version of it and bears a strong resemblance to its predecessor and so little by little changes are required since the base is the same. The idea of this approach was basically acceptance by public and legitimacy and is of short term perspective.

To him, the actual decision-making in administration is different from the way it is generally described in theory. He recognizes various practical problems associated in the rational comprehensive approach, such as, money, time, information, politics and others, which govern the actual decision making process in the administration.

He opined that the decision makers always continue the existing programmes and policies with some additions. Thus, he argues that what actually occurs in administrative decision is actually

‘incrementalism’ meaning virtual continuation of the previous activities with few modifications.

SAQ

Q. “Incremental Model is diametrically opposite to Rational Comprehensive Model.” Justify your argument.

1.5.3 Etzioni’s Mixed-Scanning Model:

In his article ‘Mixed Scanning: A Third Approach to Decision Making’ (1967), Amitai Etzioni has suggested an intermediate model that combines the elements of both rational comprehensive model and incremental model.

Etzioni has blended rationality and incrementalism in his model. He supported Lindblom's approach but did not agree with him on the rationality part that stated rationality should be done away with. He was of the view that in the beginning the whole problem area should be seen broadly and then later on focus may be made for detailed scrutiny of the smaller areas requiring urgent attention because unless the whole area is not seen a problem cannot be identified and the smaller areas will not come into focus.

Even after supporting Lindblom, Etzioni identified two limitations associated with incrementalism, viz. (a) it discourages social innovation and (b) it cannot be applied to fundamental decisions. Hence, in order to overcome these limitations, he advocated mixed scanning model.

1.5.4 Dror's Optimal Model:

Yehezkel Dror in his book 'Public Policy Making Re-examined'(1968) suggests an optimal approach to decision-making and policy analysis. He claims that his 'optimal model' is superior to all the existing normative models of decision-making and is a combination of economically rational model and extra-rational model.

Dror's optimal model is a rationalist model of policy-making. It has, according to Dror, five major characteristics, viz.

- (i) It is qualitative and not quantitative.
- (ii) It consists both rational and extra-rational elements.
- (iii) It is basic rational to economically rational.
- (iv) It is concerned with metapolicy-making.
- (v) It contains a built-in feedback.

Dror says that the optimal model has three principle phases- meta policy making, policy making and post policy making.

Dror advocates the speedy development of the policy science to adequately solve the critical problems of society. To quote him, "policy science can be partly described as the discipline that searches for policy knowledge, that seeks general policy issue knowledge and policy making knowledge, and integrates them into a distinct study."

Check Your Progress:

- 1) How many stages are there in Herbert Simon's decision-making theory? Explain.
- 2) What are the differences between programmed decisions and non-programmed decisions?
- 3) Write the full form of POSDCORB.
- 4) How does Lindblom make criticism to Herbert Simon's 'bounded rationality model' in his 'Incremental Model'?
- 5) What are the five characteristics of Dror's 'optimal model'?

1.6 Criticisms to Decision Making Theory:

From the discussion made so far, it can be understood that decision-making theory is taking a significant position in the discourse of setting administrative behaviour yet some criticisms are labeled against the decision-making theory.

Firstly, the theory of decision-making has been criticized on the ground of giving too much emphasis on decision making process and undermining social, political, economic and cultural factors influencing the administrative decision-making and behaviour.

Secondly, Herbert Simon's idea of fact based decision making is more relevant for business administration over public administration.

Thirdly, due to over formalistic and over functionalistic nature, the decision making theory sometimes fails to take into account personal motivations and emotions.

Fourthly, Nortan E. Long criticizes the value free science of administration stated by Herbert Simon, which may lead to the unintended and logically unwarranted result of reviving the policy-administration dichotomy in new verbiage. Being a social animal, human beings cannot be entirely value free. The 100% value-neutrality or cent percentage objectivity is a myth in social science in general and public administration in particular.

1.7 Summing Up:

Decisions are key factors in any administrative work because successful implementation requires efficient decisions. The well researched and timely decisions are solid basis for any administrative work. The art of making decision is not an overnight product. One has to acquire this capability through a series of theories, models as well as hands on practices. Hence, different scholars contributed differently in

different phases of history towards the development of the decision-making theory.

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UNIT 2: COMMUNICATION

Unit Structure:

- 2.1 Introduction
- 2.2 Objectives
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2.1 Introduction:

The inanimate structure of an organization comes to life only in operational situations. In other words, we can say that there are some distinct processes that characterize the real life operations of an organization. Communication, co-ordination and decision-making are some of these salient features or elements of an operative organization. Here in this unit we shall discuss the concept of administrative communication. In any organization, communication is regarded as an integral and necessary aspect of management. The success of an organization depends on its chief executive or the manager's ability to communicate effectively with others (employees). This unit is an attempt to introduce you to the dynamics of communication and its importance in organization.

In this context, we can say that the basic functions of the management of an organization in the form of organizing, planning, directing, coordinating etc. heavily depend on the communication system. Here we shall also discuss different types of communication. The unit also deals with different techniques of communication (used by the chief executive or manager). It is important to mention here that many

hindrances arise in the path of effective communication. In this unit we will also discuss the problems of communication.

2.2 Objectives:

The success of any organization depends on effective communication. It is the process through which the data and information are transmitted from one member to another. After going through this unit you will be able to :

- discuss the meaning of communication
- examine the various types of communication
- analyze the channel of communication
- evaluate the role and importance of communication
- describe the problems associated with the communication

2.3 Concept of Communication:

The first and foremost task of a manager of any organization is to communicate with his subordinates. Communication is the basic need of an organization. We have already learnt that every organization has some predefined goals and objectives. To achieve those goals, an effective communication system should be present in the organization. In the words of Herbert Simon we can say that without communication there can be no organization. The decision-making process of an organization is aided by the communication system. It is a process or technique through which premises of decision are transmitted from top to the bottom level. It also prohibits duplicity or overlapping of works. Hence it can be said that communication is an integral part of a successful organization.

Meaning and Definition of Communication: Communication has come to be recognized as the first and the important principle of administration. An effective communication is vital to the successful achievement of the administrative objectives. According to Millet, "Communication is the blood stream of administrative organization". Pfiffner also considers it to be the heart of management. The English word communication is derived from the Latin word communis, which means common. So, literally communication means the process where the sender of information seeks to establish commonness with the receiver of information. Communication strictly stands for sharing the ideas of common.

According to M.G. Rao, “communication refers to the process of passing information and understanding from one person to two or more individual”. On the basis of this analysis we can say that communication involves a systematic and continuous process of telling, listening and understanding. According to Ordway Tead, “Communication is a composite

- (a) of information given and received,
- (b) of a learning experience in which certain attitudes, knowledge and skills change, carrying with them alteration of behaviours,
- (c) of a listening effort by all involved,
- (d) of a sympathetic fresh examination of issues by communicator himself,
- (e) of a sensitive interaction of points of view leading to a higher level of shared understanding and common intention”.

Terry and Franklin define communication as “the art of developing and attaining understanding between people. It is the process of exchanging information and feelings between two or more people, and it is essential to effective communication”. W.G. Scot defines communication as “a process which involves the transmission and accurate replication of ideas reinforced by feedback purporting to stimulate actions to attain organizational goals”. Communication also involves something the sending of information to a receiver. It is a two-way process. To illustrate we can say that there should be a sender of message and a receiver to receive it. Communication in general parlance is often used to understand the process of imparting knowledge or transmitting knowledge. In terms of public administration, the term communication has wider connotation. In this context it includes interchange of thoughts, ideas, and a sense of participation and sharing of information. Hence it can be said that communication is a process of exchanging administrative decisions from top to the bottom level. We can also define communication as the use of words, letters or some other means which impart common information on any subject.

Stop To Consider:

Salient features of Communication:

The following are certain essential features of communication.

- a. Two or more person: Communication requires more than one individual as it is not possible for one individual to communicate alone.
- b. Process: Communication is a process through which information is transmitted.
- c. Communication Channel: It is the way or media through which the sender of information can send his messages to others.
- d. Receiver: The process of communication is incomplete without a receiver. The receiver is that subject who receives the messages.
- e. Continuous: Communication is a continuous process. Gap of communication can destroy the organization.
- f. Feedback: Effective communication should involve the process of feedback. It decreases the possibility of distortion between the intended and the received message.

2.4 Types of Communication:

We have already learnt that the success of an organization depends on its communication system. It is described as a kind of shared understanding of a shared purpose. In an administrative organization, communication may be varied depending on its environment. However, communication in an organization may be internal, external and interpersonal. Internal communication basically deals with the relationship between the organization and its employees. On the other hand, external communication is related to the relationship between the agency and the public. Interpersonal communication deals with the relationship among the employees. It helps to explain the internal relationship of the workers determined by their social status. But broadly communication is divided into two types- formal and informal communications. Let us discuss these two kinds of communication

SAQ:

Do you think that an effective communication system can help an organization to achieve its desired goals? Give arguments in favour of your answer. (80 words

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Formal Communication: Formal communication is the communication system which is established deliberately. Formal communications are described as the official and part of the recognized communication system involved in the operation of the organization. Formal communication system represents the way the organization is set up. Formal communication system is the backbone for the success of an organization. It is the process through which information is passed from top to the bottom level. Formal communication system helps us to understand the process of transmission of information or data in an organization. It is related to the relationship between superior and inferior officials. Again, formal communication analyzes the system of giving and receiving information, face-to-face conversation etc. It basically deals with the issues like who should report to whom, in what frequency and who should receive the information. All these processes are formally codified to guide communication to achieve desired goals.

Informal Communication: After discussing the formal communication, we are now in a better position to understand the basic framework of informal communication system. In this context, it is pertinent to mention that apart from the formal way of communication, there are various informal ways to communicate in an organization. When the communication takes place outside the formal framework, it is called informal communication. Unlike formal communication, informal communication is spontaneous and is not deliberately created by the management. It is interesting to notice that informal communication is not controlled by the chief executive. However, it co-exists with the formal communication system in an organization. The informal communication is based on social relations within the organization. For example, two persons in an organization communicate with each other in a way not formally charted out in the organization. The social relationship, friendship, enmity may create such kind of communicating system. So, it can be said that in informal communication, the communication is based on social relationship and takes place in the arena which is not codified in the formal guideline of the organization.

Thus, it can be said that communication takes place in different ways in an organization. For effective implementation of their policies, an organization largely relies on various communicating system. All the above mentioned communication systems are used by an organization to achieve their desired goals. The success of an organization largely depends on an effective communication system and the utilization of all the above mentioned systems.

Check Your Progress:

1. What is communication?
2. Analyse different types of communication.
3. Write a note on the contexts where formal communication differs from the informal communication.
4. Briefly examine the salient features of communication.

Stop To Consider:

Importance of Communication: Communication is one of the most important facilitators of organizational activities performed mainly by the chief executive or the manager. In one word we can say that it is a managerial task. Success of an organization heavily depends on the communicating ability of its manager. Communication is the basis of any action planned on the basis of its objective. For achieving the desired goals of any organization, first of all the employees must know the objectives of the organization and they must share a close relationship with the chief executive. It can happen only through proper communication and is also helpful in the planning process. Through communication the decision makers can interact and provide vital inputs to their plan. Apart from that, communication affects the quality of decisions made in organization and makes co-ordination among the employees possible.

2.5 Communicating Agencies:

The medium or the communicating agency is the carrier of the message sent by the communicator, and it is the link that connects the sender and the receiver. For effective communication, the communicating agencies should be used appropriately as effective communication system is possible only through such communicating agencies. The communicating agencies may be grouped into three main types.

1. Audio
2. Visual, and
3. Audio-visual

The examples of audio medium are conferences, meetings, interviews, telephone calls, broadcast etc. On the other hand, visual medium includes written communications through circulars, manuals, reports, bulletins etc. Audio-visual medium is the combination of both audio

and visual medium. It is the process which combines both hearing and seeing. However, the conference method of communication has attained popularity as it avoids delay, minimizes correspondence and reduces red-tapism.

According to Miller conferences are useful because it

- Enables to gain awareness of a problem
- Helps in problem solving
- Promotes a sense of unity among the official work in the organization
- Encourages an exchange of information among administrative personnel
- Helps in gaining acceptance and execution of policies. Hence it can be said that a conference assists the individuals to perform their working relationship and enables them to gain the experience of others. The objectives of the communicating agencies are basically directed to aid the chief executives and employees to discharge their responsibilities more effectively.

SAQ:

Do you think that the communicating agencies can help in gathering data/information? Elaborate your argument with special reference to the role of conferences. (50 words)

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2.5.1 Process of Communication

The communicating process is a complex phenomenon. It is made up of seven parts as described below

- The communicator or sender
- The message
- Encoding
- The channel
- Decoding
- The receiver, and
- Feedback

Now we will discuss this process of communication briefly:

- **The communicator or sender:** This step is the source of communication. The person who initiates the communication process in an organization is called a communicator. For achieving the desired goals, the communicator has some message or data or information which he wants to transmit to some other person or to a group in the organization
- **Encoding:** It is the second step of communication. In this step, the sender translates his ideas into a common language or symbols.
- **Message:** It is the third step of communication. It is the physical form into which the sender encodes the information.
- **Medium or communication channel:** It is the process through which messages are sent. It connects the communicator and the receiver.
- **Decoding:** In this process the receiver translates the message in the way he understands.
- **Receiver:** The success of communication depends on the ability of the receivers to decode the message. They are the last agents of communication. After getting the message, they work according to the need to achieve the desires goals.
- **Feedback:** The system of feedback is necessary to make the process of communication effective. It is the process of understanding the attitudes of receivers regarding the message received. Thus it can be said that communication is a two-way process and it passes through various steps. In this context, it is pertinent to mention here that for effective communication there should be co-ordination among the employees. It also depends on the social environment of the receiver.

Stop to Consider:

Some essential factors for effective communication as depicted in the writing of Terry. According to Terry, the following eight factors are essential to make communication effective.

1. Inform yourself fully
2. Establish a mutual trust in each other
3. Find a common ground of experience
4. Use mutually known words
5. Have regard for context
6. Secure and hold the receiver's attention
7. Employ examples and visual aids, and
8. Practice delaying reactions.

2.6 Channel of Communication:

We have already learnt that communication is the first principle of administration and it passes through different processes. An organization can be described as the network of communication channels. The channels are playing very important role in an organization. Because through these channels information flows on the basis of which the decisions in the organization are made. Basically there are two types of communication channel in any organization-formal designed intentionally and informal developed on its own. Now let us discuss these channels briefly

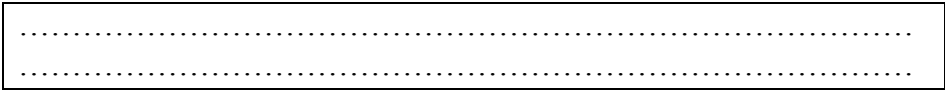
- Channels of Formal communication: Channels of formal communication are established by the management in an organization. The formal communication channels are generally specified in the charts or bulletin of organization. Formal communication channels are intentionally created and officially blessed routes for the flow of communication between the various organs in the organization (among the employees and managers). Formal communication is orderly, systematic and supports the authority of superiors. In this kind of communication channel, information passes through a hierarchical level from top to the bottom. So, generally it is termed as a slow process. Nevertheless, formal communication can take place in four ways as follows:

a) Downward Communication: It is the most commonly used channel of communication. In this channel, the information or message travels or passes from the superior to the subordinates and takes the form of instructions. In this kind of communication channel, various methods like face-to-face conversation, public address system, company newspaper and bulletin boards are used. The primary purpose of this channel is to transmit information and instruct the employees working in the organization to improve the performance of their jobs.

b) Upward Communication: Unlike the downward communication, in this channel the information or the message travels from the subordinate to the superior. The upward communication usually consists of ideas, suggestions for improvement, request for help or information, and expression of attitudes. Upward communication provides feedback to the managers and helps him to understand or analyze the situation.

SAQ:

Describe the process of communication. Do you think the feedback system helps the management to assess the quality of decisions made? Give arguments in favour of your answer. (20+30 words)



c) Horizontal Communication: The horizontal communication takes place between colleagues and departments. We can say that it involves the lateral flow of information and data between the above mentioned subjects. It can also take place with persons who are outside the organization i.e. customers. This type of communication channel is very important to achieve the organizational goals. However, the methods used in this communication are usually limited. They take the form of memoranda, letters and the personal face- to -face to contacts, telephone contacts.

d) Diagonal Communication: It occurs when the sources of a message cannot reach the receiver effectively through other existing channels. For example, when a subordinate official writes a letter directly to his client to know the requirements of his clients without informing his senior official, it is called diagonal communication. In this type of communication power is located at the top. The bottom level has no or little authority over it.

Check Your Progress:

1. What is feedback in communication system?
2. Assess the importance of decoding of message in communicating system.
3. What do you mean by communication channel? 4. Analyze the conference system as an agency of communication.

• Channels of informal communication: The above mentioned channels of formal communication represent the way the organizations are set up. However, they are not related to the ways of actual operation of the organizations. The channel of informal communication helps us to understand such problems. Informal communication is the system where the communication takes place outside the formal framework. In this context, it is pertinent to mention here that unlike formal communication channel, the informal channels are not under the control of chief executive. The best known channel of informal communication system is “grapevine” which we shall discuss below.

Grapevine: Grapevine is an inevitable part of an organization. It emerged during the period of American Civil war. Here, information is

not carried in a formal way. It is interesting to note that in this system the lower level officials or workers are the important actors. There are no pre-defined rules or directions of the flow of messages. The message carried by a grapevine may be twisted, exaggerated or abbreviated. We can mention here that the grapevine cannot be eliminated and controlled and systematized. The following diagram presents a common pattern of the grapevine

SAQ:

Explain the Grapevine system of communication channel. Do you think this system is uncontrolled? Give reasons in support of your argument (30+20 words)

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- Rumour: Rumour is another channel of informal communication. It is marked as unofficial information without the evidence to confirm the information received. Rumour is based on speculation, wishes or imagination. There is no official recognition behind rumour. Rumour is also a part of grapevine but it fails to provide any authentic evidence. Hence it is the inauthentic part of a grapevine. Rumour is caused by the maliciousness, anxiety or insecurity of some employees.

2.6.1 Methods of Communication:

An organization uses various methods to interact with individuals. These methods transmit a variety of verbal and non-verbal signals for interaction. Generally an organization uses two basic methods of communication—verbal and non-verbal method. Let us discuss these two methods briefly.

Verbal Communication: Verbal communication is the system of communication where individual (managers/employees) words are used. The verbal communication system may be oral or written. In this regard it is pertinent to mention here that no organization can work without written communication system. However, the oral communicating system forms an important part of the work and time of an organizational communication. Oral communication can take place either through face-to-face interaction or through mechanical devices in the form of telephone, telegraph, internet etc. Face-to-face interaction is the most useful and popular way of transmitting message in the verbal communication system. It is useful to resolve conflict and

secure cooperation among the employees and manager. It also eliminates the possibility of misunderstanding.

Written Communication: Written communication system is another type of verbal communication system. It is precise and systematic. So no difficulty arises to understand the messages. Due to its formal nature it is taken seriously by the organization. It is written in form and maintained as verifiable record. The written communication system is done via circulars, bulletins, manuals, handbook, notes, records etc. The basic objective of written communication is to give and receive information and record instructions. It is permanent in nature.

Non-Verbal Communication: The communication done via gestures and postures is non-verbal communication and it is used as a means to supplement verbal communication. The non-verbal communication system is based on emotions and feelings. It gives an impression of people to others as the non-verbal communication method reinforces what is being said or written. The non-verbal system is based on some components as— appearance, manner, expression, eye contact, pose, clothing, touch, body movement, position, social factors etc. It is believed that human communication takes place basically through gestures, postures, position and distance than by any other methods of communication. Hence, from the above discussion we are now in a position to understand the communicating methods used in an organization. The above mentioned methods are not fulfilled alone. Organizations use both the methods for effective communication. At present organizations use the verbal method of communication for conveying information and the non-verbal method is used for negotiating interpersonal attitudes.

Check Your Progress:

1. Analyze the difference between formal and informal communication
2. Write a note on rumour as a channel of communication.
3. Do you think written communication can be regarded as the most important method of communication?
4. Write a note on the instruments used in verbal communication methods.
5. Trace the difference between verbal and non-verbal method of communication.

2.7 Role of Communication in Administrative Organization

We have already learnt the concept of communication and its various methods. Now we are going to explain the role and significance of communication in an organization. It is known to us that communication keeps the people in an organization informed. Thus communication helps in improving their morale and motivation. A good communication system induces people (employee) to give their best to the organization. Through communication employees are able to know the viewpoints of their manager and it also eliminates duplicity of work and reduces personal misunderstanding. Hence it can be said that communication plays an important role in an organization. Now, let us discuss the role of communication in organization in terms of the following heads:

- **Improving Relationship:** Communication helps to stabilize the superior-subordinate relationship in an organization. It acts as a lubricant fostering the smooth operation of the management process. It gives a common view to all the employees to work together. In other words, we can say that communication improves the working environment of an organization.
- **It is the basis of Action:** Communication determines the course of action to be performed. Unless the employees know the goals and objectives of the organization, they cannot associate these objectives with their own. In this regard communication helps to bind all employees with a vision of work and provides the transmission of information from one person to another.
- **According to R.S. Dwivedi** the basic role of communication in an organization or in administration is “information sharing”. This information can relate to any aspect of the organizational work.
- Communication also provides feedback to various elements of administrative organization through which the top officials come to know the impact of their decisions.
 - According to John. G. Glover, “communication reduces or prevents labour turnover”. In this sense it means that overlapping and duplicity of work can be prevented through effective communication system.
- Communication also plays the role of keeping employees informed of the progress of the organization as well as their tasks.
- Communication plays the role of motivator. To ensure greater commitment to administrative objectives, communication motivates controls and evaluates the performance of employees. Hence it can be

said that communication plays a vital role in administrative organization. Red-tapism and duplicity of work can be reduced through an effective communication system. To conclude we can say that communication provides the data necessary for decision-making. It has a vital function of providing information for solving problems and taking accurate decisions.

SAQ:

Analyze the role of communication as an agent to carry information.
(50 words)

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2.8 Problems of Communication:

Practically, it is impossible to achieve a perfect communication. The real test of an organizational communication system is to meet the target intended. As identified by Stephen P. Robbins, there are three types of barriers - physical, individual and semantic in the path of establishing an effective communication system. Now let us discuss the barriers or hindrance of communication.

a) Complexity of Language: Communication suffers a setback due to the tyranny of words. To elaborate, it means poor means of the expression of ideas.

b) Ideological Barriers: This view is put forward by Pfiffner. According to him, “differences in background, education and expectation result in different social and political views. These are probably the greatest handicap to effective communication and probably the most difficult to overcome”. Again, lack of common experience and common background further adds to the problem and makes the communication between employees and manager difficult.

c) Lack of Will: It happens when administrators do not accept administration as a cooperative endeavour or a group effort. In this context they are not prepared to share their ideas with their subordinates. We can say that when the chief officials do not relish communication from below, it creates problem.

d) Lack of Organized means: Lack of definite and recognized means of communication constitutes a greater barrier. Formal channels of communication are not adequate for effective communication. In this regard Appleby rightly opines that the circumvention of formal procedures is essential to make the transition of business possible.

e) Size and Distance: Another barrier of perfect or effective communication is distance and the size of the organization. Big organizations with large number of employees face the difficulty to communicate effectively because of too many hierarchical levels. Again when one organization has many field organizations throughout the country, it is impossible for them to communicate effectively with all the parts. To summarize, we can point out the barriers of communication specified by Richman and Farmer. According to them some of the common barriers to effective communication and symptoms of ineffective communication include the following

- Badly expressed message
- Faulty transmission
- Poor retention
- Emotional blocks and distortion
- Insufficient adjustment periods
- Distrust of communicator
- Ineffective communicative technique
- Distrust of receiver, etc .

Stop To Consider:

Goals of Organizational Communication:

R.S. Dwivedi specifies the following goals of organizational communication: Information sharing Providing feedback Management information system Influencing people or motivating people Problem solving Decision making, etc.

Check Your Progress:

1. Discuss the role of communication in an organization.
2. State true or false
 - a) In grapevine method of communication, the system is controlled by the chief authority.
 - b) The verbal communication system may be oral or written.
 - c) Size is not a barrier of communication.
 - d) Communication simply aims at sharing of information.
3. Trace the chief causes acting as the barriers of effective communication specified by Richman and Farmer.
4. Do you think size and distance can influence the communication system? Give arguments in favour of your answer.

2.9 Summing Up:

After going through this unit you are now in a position to analyze the concept of communication in terms of achieving organizational objectives. It can be said that in an age of communication it is regarded as the first principle of organizational behaviour. Seen in terms of our social behaviour, the average man today is closer to his government and his neighbours and identifies himself with the life around him with the aid of communication. Employees are moving toward “one world” in terms of administrative organization. Considering the growing importance of communication, management has recognized the part played by communication in promoting participation, cooperation and team work.

You have also learnt that internal communication basically deals with the relationship between the organization and its employees. There are different types of communications like formal and informal communications. This unit will also help you to learn different methods of communication like verbal and written communications. At last this unit also familiarizes you with different problems of communication. It is impossible for an organization to achieve perfect communication system. For an effective communication, there should be proper co-ordination among the employees. But it is seen that the lack of will of participation and ideological differences always barred the effective communication system. To conclude we can say that it is communication which brings integrity and continuity in administrative works and in the next unit, we shall deal with co-ordination.

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UNIT 3: LEADERSHIP

Unit Structure:

- 3.1 Introduction
- 3.2 Objectives
- 3.3 Meaning and Significance of Leadership
- 3.4 Theories of Leadership 3.4.1 Emerging Theories of Leadership
- 3.5 Types of Leadership
- 3.6 Functions of Leadership
- 3.7 Leadership and Motivation
- 3.8 Summing up
- 3.9 References and Suggested Readings

3.1 Introduction:

Throughout history it has been recognized that the difference between success and failure, whether in a war, a business, a protest movement and a basketball game can be attributed largely to leadership. Since the beginning of human society, leadership has played an important role in the society. The importance and significance of leadership is recognized particularly in organizations and it does not matter that the organization is organized or un-organized. From the very beginning, society is led by one or more persons. But, it is only in the twentieth century that the scientific research on leadership is undertaken. The focus of the research has been on the determinants of effective leadership. Attempts have been made to discover the traits, abilities, behaviour, sources of power or aspects of the situation which determine the ability of the leader to influence the followers and accomplish the group objectives. Our effort here is to study leadership in a formal organization from various angles. In this unit we shall discuss the various dimensions of leadership. The unit also deals with various theories of leadership. Here, an attempt is made to introduce the different types of leadership. Almost all the major theorists in their enthusiasm to study leadership have overlooked the role of the followers which is always implied in the concept of leadership. In this

unit, we will discuss the organizational leadership theory with reference to the various aspects of leadership.

3.2 Objectives:

All collective actions need a concerted direction. Planning of programmes and resources will be meaningless in the absence of the group activities. The group must be led by a leader and a good leader possesses extraordinary quality. After reading this unit on leadership, you will be able to

- describe the meaning of leadership
- analyze different theories of leadership
- discuss different types of leadership
- explain the functions of a leader
- explore the role of motivation in leadership

3.3 Meaning and Significance of Leadership:

Leadership is the ability of an individual to influence, motivate, and enable others to contribute toward the effectiveness and success of the organization. In other words, we can say that leadership is a relationship through which one person influences the behaviour or actions of other people. It means that the process of leadership cannot be separated from the activities of groups and with effective team building. Although the importance and significance of leadership is growing, it is very difficult to define leadership. In this context we all agree with Stogdill when he says that there are almost as many definitions of leadership as there are scholars attempting to define the concept. The reason is that they have attempted to define leadership from various angles such as traits, behaviour, influence, role relationships, interaction patterns and occupations. Nevertheless, a few definitions of leadership are given below: According to George R. Terry and Stephen G. Franklin leadership is “the relationship in which one person (the leader) influences others to work together willingly on related tasks to attain goals desired by the leader and/ or group” Huizynski and Buchanun define a leader as “someone who exercises influence over other people.”

According to P. F. Drucker “Leadership is lifting of people’s vision to a higher sight, the raising of their performance to a higher standard, the building of their personality beyond its normal limitations.” According

to Ernest Dale “Leadership is the ability to influence a group towards the achievement of goals.” According to Chester I. Bernard “Leadership is the quality of behaviour of individuals whereby they guide people or their activities in organizing efforts.” Hence it can be said that leadership is the process of influencing others to understand the needs and the effective ways to fulfill the needs and the process of facilitating individual and collective efforts to accomplish the shared objectives. An analysis of the above mentioned definitions shows that leadership is the process of influencing opinions or behaviour of others. A person who attempts to do it is a potential leader, and those who are influenced or attempted to be influenced are potential followers or subordinates. The attempt to influence may be related to formal or informal organization. Every leader has his or her own style and his or her effectiveness depends on the situation. Thus, leadership is never constant, it has to be contextual. A leader has to adjust to the situation and environment.

Significance of Leadership: The significance of leadership is not a new phenomenon. In India it starts with the Arthashastra by Chanakya. According to Arthashastra people lived in a war like situation before the civil society comes into existence. There is no security of life, property or liberty and the people go to Lord Indra to pray for a ruler. The implication of this story helps us to understand the significance of leadership in an organization. Again it can be said that lack of vision makes the people perish. Leadership is a necessary ingredient of successful management. Every organization has some specific goals. Leadership is of paramount importance in the achievement of those organizational goals. The fact that a leader can have an immense effect on the performance of those under him has been noted for centuries. To elaborate, some officers receive only grudging obedience, and others are able to inspire their men to do the seemingly impossible and do it willingly. The internal dynamics of the organization also facilitates leadership. Every organization is subject to internal strains, imbalances, conflicts and adjustment and it requires leadership to respond to such challenges and smooth adjustments. Leaders of any organization perform tasks and act in a way that provides their followers satisfaction and fulfillment in performing the work required and reaching the objective. At last, we can say that leadership is an exercise in human relation. A successful leader is one who gives recognition to the work of his subordinates. He makes them feel that their work is important for the organization and they are the useful links in the process of achieving common goals of the organization. This will inspire the workers to give their best to their organization and leadership must satisfy the workers or employees. If the subordinates

are satisfied with the competency of their leader, the organization can easily translate its objectives into reality. A competent leader is a patient listener who sympathizes with the difficulties of the employees and sincerely tries to remove them and the productivity goes up. If the leader works in an environment of threats and punishments, the increase in productivity will be only temporary. Dissatisfied workers do not make an efficient productive team.

Stop To Consider:

Characteristics of Leadership:

- **Communication-** The ability to communicate with all the people with whom the leader comes into contact regularly and continuously is an important feature of leadership.
- **Decision-making-** The ability to take the right decision in given situations, to take responsibility and be accountable for them, and to understand the consequences of particular courses of action distinguishes leadership.
- **Commitment-** Commitment to both matters in hand and also the wider aspects of the organization as a whole is an important feature of leadership.
- **Concern for staff-** Respecting, trusting, and committing himself/herself to them, developing and understanding them and their aspirations and reconciling these with the matters in hand are significant aspects of leadership. Staff should be treated on a basis of equality and confidence.
- **Quality-** The commitment to the quality of product or service aimed to satisfy the customers with high value is necessary for leadership.
- **Set of values-** The set of values with which others will identify, and to which they will commit themselves is an important feature of leadership.
- **Personal integrity-** Personal integrity including vision, enthusiasm, strength of character, commitment, energy and interest distinguishes leadership.
- **Positive attitudes-** Positive attitudes held by the leader and transmitted to the staff and customers is an important dimension of leadership.

3.4 Theories of Leadership:

We have already studied the meaning, definition, significance and the characteristics of leadership. Now we shall study the different approaches relevant to the theories of leadership. The concept of leadership has been analyzed by several writers from various angles. Koontz and O' Donnell refer to three different approaches. However, the most important approaches are given by Laurie J. Mullins; He discusses them under the following heads.

- (a) The Qualities or Traits Theory
- (b) The Functional or Group Theory
- (c) Behavioural Theory etc.

Let us discuss some important theories of leadership:

(A). The Qualities or Traits Theory: The Quality or Traits theory is one of the earliest theories of leadership. It basically emphasizes the attributes of leaders on the basis of his personality, values and skills. According to this theory, leaders are produced naturally. It means that leadership quality is inborn. The theory also believes that natural leaders are endowed with certain traits not possessed by other people. It differentiates between a leader and a common people. O. Tead, Bernard, E.H. Schell, K.E. Ettinger, D.C. McClelland, R.S. Dwivedi, etc are the important theorists here. The Trait theory focuses on the personal traits of a leader. The theory considers that the leader possesses some extraordinary abilities of. After identifying these traits or abilities they try to differentiate a leader from his followers. Handy identifies the following three traits:

1. Above average intelligence.
2. A good measure of confidence.
3. A high level of self-assurance.

Ralph observes that there are no consistent patterns of traits that characterize leaders in every situation. He however reaches to some general conclusions given below

1. Intelligence and scholarship
2. Physical traits
3. Personality etc.

Some implications of this theory as follows:

- Leaders are born, not made. They have some leadership qualities which are inborn
- The inborn qualities help them to be successful.
- These inborn qualities cannot be acquired through formal training or education. To conclude, we can say that leadership is important and there is no substitute for it. But leadership cannot be created, promoted, taught or learnt.

Criticism: However this theory has faced criticism on several grounds given below

- There is no definite measurement to judge who is good leader.
- The list of possible traits tends to be very long and there is not always agreement on the most important trait.
- S.P. Robbins argues that research efforts to isolate these traits result in a tremendous number of dead ends.
- It ignores the needs of followers. They generally fail to clarify the relative importance of various traits. Irrespective of the above limitations, the Trait theory has been widely adopted. The personality traits are being increasingly employed in modern organizations as a basis for selection of both leaders and non-leaders.

Check Your Progress:

1: Choose the correct one

- a. Leadership qualities are inborn/ artificial.
- b. Leadership helps in reaching personal/organizational objectives.

2. Mention the extra-ordinary traits as specified by Handy.

3. Define Trait theory.

(b) The Functional or Group Theory: Another important theory that provides a good starting point for studying leadership is the functional or action-centered leadership theory. It is developed by John Adair. Adair formulates his theory in the context of military view point. He observes the successful leaders in the military context and looks at the

functions performed by their leaders. Hence, it is also referred to as the Functional leadership theory. After observing the functions of military leaders, Adair identifies three sets of needs that an effective leader has to balance

- Task needs
- Team needs
- Individual needs

According to this theory, the responsibility of the leader is to achieve the task, develop the individuals and build the team. From the following diagram we can easily explain this theory. The above diagram shows the interrelationship between the needs as mentioned by Adair. This theory is basically concerned with the functions performed by the leaders. It does not deal with the personality of the leaders and the persons working. Unlike the Traits theory, the Functional theory believes that the skills of leadership are not inborn. It can be learnt or acquired through personal experience. So the Functional theory only studies or analyzes the functions and responsibility of leadership to understand the process of leadership.

Stop to Consider:

Leadership Relationship Leadership is a reflection of excellent behaviour of an individual or a group of individuals. There are various variables that affect Leadership Relationship. According to McGregor the following four variables affect the relationship:

1. The characteristics of leadership
2. The attitude, needs and other personal characteristics of the followers
3. The nature of the organization
4. The social, economic and political environment.

After reading on leadership relationship you will be able to explore the hidden factors contributing to the making of a sound relation between the leaders and his subordinates in an administrative organization.

(c) Theories of Behavioural Style or Behavioural Theory: Like the Traits theory, the Behavioural theory considers that specific behaviour differentiates a leader from others. This theory is based on the

phenomenon that effective role of behaviour is core of effective leadership. Unlike the Trait theory, the Behavioural theory does concentrate on the traits or quality of a leader, rather they focus on the Behavioural patterns of leadership. Again like the Functional theory it also believes that leadership is not inborn and should be acquired through training and education.

SAQ:

Make a comparative analysis of the Trait and Functional theories of leadership. (50 words)

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(d) The Situation Theory: In the study of leadership, the situational approach concentrates on the importance of the situation. It is first developed by Mary Parker Follett. This theory considers the situation as the dominant feature in determining the characteristics of an effective leadership. Paul Heresy and Kenneth present a form of situational leadership based on the readiness level of the people the leader attempts to influence. They argue that the key to the use of the Situational theory lies in the fact that the behaviour of the leader is affected by the readiness of the person the leader attempts to influence. However, this theory is criticized by Nicholls as this model violates three logical principles of leadership - consistency, continuity, and conformity.

Apart from these theories, scholars use many theories like Great Man Theory, Contingency theory of leadership and Path Goal Theory to understand the concept of leadership properly. Let us discuss these theories very briefly. Great Man theory of Leadership explains the history or in other words the success of administration in terms of the impact of great man with reference to their personal influence and leadership quality. On the other hand, Contingency theory of leadership comes under the class of Behavioural theory and it studies leadership on the basis of the optimal course of action done by a leader which depends on the internal and external situation or the environment. Path Goal theory studies leadership on the basis of the behaviour of the leaders. According to this theory, a leader's behaviour is contingent to the satisfaction, motivation and performance of his subordinates. Hence it is clear that all the theories of leadership study

the influence of a leader in an organization and their role in bringing efficiency in administration.

3.4.1 Emerging Theories of Leadership:

In recent years, new theories of effective leadership are emerging. Two of these are as follows:

- **Charismatic leadership theory:** It is generally based on the studies conducted by J.R House who analyzes the behaviour, values and attitudes of political and religious leaders. He finds a set of charismatic features in their leadership. These leaders have tremendous self-confidence, possess an ideological vision and tend to set personal examples.

- **Transformational leadership theory:** It is an extension of the Charismatic theory of leadership. J.M. Burns suggests the classification of political leadership into transactional and transformational. The transactional leadership emphasizes changing the values, beliefs and needs of the subordinates. We have already discussed this form of leadership above.

- **Likert's theory of Leadership:** Rensis Likert studies the concept of leadership on the basis of the decision-making process and the involvement of people in it. For this purpose, he develops four main styles of leadership given below

1. Exploitative authoritative
2. Benevolent authoritative
3. Consultative and
4. Participative

Hence, it can be said that the decision-making process greatly influences a leader and the participation of the people helps him to perform his work properly. We have already discussed several theories of leadership. But it is pertinent to mention here that there are many variables which affect effective leadership. One of the most important variables is the cultural environment in which the organization and managers function.

3.5 Types of Leadership:

Administrative leaders are procured by selection and not by formal preparation. However, there are different kinds of leaders according to the needs of time and the social and cultural environment of the particular society. There are different types of leaders and the following section offers us a brief description:

- **The traditional leader:** The position of the traditional Leader is assured by birth and heredity. Kings and queens are examples of this type of leaders. Tribal leaders and leaders of family business where the child succeeds the parents also come in this category.
- **The known leader:** In this type, the position of the leader is secured by the fact that everybody understands or admires his position. Priests are known to be leaders of their congregation. Kings and queens and aristocratic leaders also come in this category.
- **The appointed leader:** The position of an appointed leader is legitimized by the fact that he or she has gone through a process of selection and appointment in accordance with the rules of the organization. His role and functions are formalized in the organizational structure.
- **The bureaucratic leader:** The position of the bureaucratic leader is legitimized by the rank held by him. It is found in military structure, and is a more complex and sophisticated commercial and public organization structure.
- **The expert or functional leader:** His position is secured by virtue of his expertise, for example, industrial officer or finance officer.
- **The charismatic leader:** The charismatic leader is known by the sheer force of his or her personality. Many leaders of the world come in this category. To elaborate, we can take the example of Mahatma Gandhi, Adolph Hitler, Winston Churchill etc.
- **The informal leader:** In this type, the position of the leader is not formally legitimized by rank, appointment or tradition. His position depends on his personality, charisma, experience, expertise, command of resource, etc. This position may also be achieved by virtue of some other activity as evident in the case of the trade union leader. To conclude, we can say that the proper method of selection, formal training, education and formal as well as informal experience are necessary for creating the requisite qualities of leadership in modern society. But, in reality leadership is not given as it is assumed.

Check Your Progress:

1. Choose the correct one
 - a) The position of the bureaucratic leader is legitimized by the rank held by him. (true/false)
 - b) The position of the charismatic leader is secured by the sheer force of his or her personality. (true/false)
2. Mention the difference between functional and situational approach of leadership.
3. Define informal leader.
4. Mention the characteristics of charismatic leader.

3.6 Functions of Leadership:

We have already learnt different types of leadership. In this regard it is pertinent to mention here that every leader has to perform different kinds of functions. The future of an organization or a society, even a civilization depends on the functions of its leader. However, there is no uniformity of opinion as to the functions of leadership. The reason is that the general concept of leadership depends on one's detailing of the functions. According to Burnerd, a leader performs the following four main functions: a. the determination of objectives b. the manipulation of means c. the control of the instrumentality of action; and d. the stimulation of coordinated action. The most exhaustive effort to attempt at the functions of leadership has been made by the studies of Ohio University. The Ohio State is largely concerned with leadership in formal organizations, most particularly the US navy and has lasted for seven years from 1946 to 1953; it establishes nine dimensions, three of which mentioned below are unique.

(a) Maintenance of membership: This involves the closeness of the leader to the group.

(b) Attainment of objective: The leader has the basic responsibility to ensure that work patterns are stable and can be understood.

(c) Facilitation of group interactions: The work done by the leader facilitates effective interaction among the members of organization.

Apart from the above mentioned functions, following are some of the common functions of leadership:

- Setting, agreeing and communicating objectives.

- Providing suitable equipment, resources and environment to enable people to meet their objectives.
- Monitoring, evaluating and reviewing performance, appraisal of groups and individuals.
- Giving feedback.
- Setting standards of attitudes, behaviour and performance.
- Solving organizational problem.
- Organizing and harmonizing resources.
- Taking effective decisions.

These are some common functions of a leader in every organization. But there have been some basic differences in work performed by leaders of different countries due to different environments. The performance of a leader depends on the commitment towards the functions. The industrial society of America develops a system of leadership training which improves their performance.

SAQ:

Do you think education and formal training can produce a good leader? Give arguments in favour of your answer. (80 words)

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3.7 Leadership and Motivation:

Motivation is the need or drive within an individual which inspires him to perform goal oriented actions. The extent of drive depends on the perceived level of satisfaction that can be achieved by reaching the goal. Leadership is the ability of an individual to influence, motivate, and enable others to contribute to the effectiveness and success of the organization. These two definitions show that there is a close relationship between leadership and motivation. Motivation is a movement and the movement is done by the leader. The relationship between leadership and motivation is understood in terms of achieving administrative or organizational goals. In this regard it is pertinent to mention here that motivation arises from a need. In this context, the

need for achievement motivates a leader to work hard. It is the drive to excel, to achieve in relation to a set of standards. Moreover, the need for affiliation motivates a leader to make friendly and close interpersonal relationship with the workers. All we know that motivation is the inner force that ignites the people to work. The success or failure of an organization depends mostly on how the leader motivates his subordinates. We know that motivation refers to an inner force within a person that directed his behaviour toward some goal. It will result in increased production, productivity and profits and also in decreased cost, waste, accidents, absenteeism, etc. To sum up we can say that motivation boost the employee's moral, provide job satisfaction, and create a favourable image of the organization. For this reason, motivation of employees is widely recognized as the most important aspect of managing an organization.

Stop to Consider:

Quality of Leadership:

Almost every writer of Public administration deals with the quality of leadership. Barnard has identified four qualities of a successful leader-

- (1) Vitality and Endurance,
- (2) Decisiveness,
- (3) Persuasiveness and
- (4) Responsibility and Intellectual capacity.

On the other hand, Terry identifies the qualities as- energy, emotional stability, knowledge of human relation etc. according to Appleby, a good leader has the willingness to assume responsibilities, demonstrate continuing personal growth and is disposed toward action. Moreover he/she is a good listener and asks relevant questions and seeks able obtainable subordinates. Millet also identifies some qualities for a good leader -good health, a sense of mission, interest in other people etc.

Check Your Progress:

1. Define leadership in Organization. Examine the basic characteristics of a good leader.
2. Write a note on the importance of motivation on leadership.
3. Discuss the functions of a leader in an organization.
4. Examine the Transformational theory of leadership.

3.8 Summing Up:

After going through this unit, we have come to know that leadership is vital in organizational work. It is the duty of the leader to motivate the workers in an organization and he is also the driving force of an organization. The goals of an organization are determined by effective leadership and achieving the goals depends on the leader. Again group activity is the basic characteristics of any organizations. Leadership is instrumental in motivating the groups and in the process helps to improve organizational performance. To sum up, we can say that effective leadership has to care for both “people” and “productivity” of the organization. The leadership providing socio-emotional support to the organizational members is as important as ensuring the translation of organizational goals into reality.

3.9 References and Suggested Readings:

1. Maslow, A. H. “A Theory of Human Motivation”. Psychological Review, July, 1943
2. Keith, Davis. Human Behaviour at Work. New York: McGraw Hill Book Company, 1977
3. Selznic, Philip. Leadership in Administration, Row, Peterson, 1957
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Unit 4 Motivation

Unit Structure:

- 4.1 Introduction
- 4.2 Objectives
- 4.3 Meaning of Motivation
 - 4.3.1 Theories of Motivation
- 4.4 Factors of Motivation
- 4.5 Need of Motivation
- 4.6 Problems of Motivation
- 4.7 Role of Motivation in Administrative Organization
- 4.8 Summing Up
- 4.9 References and Suggested Readings

4.1 Introduction :

Motivation simply means the intention of achieving a goal, leading to goal directed behaviour. The basic requirement of motivation in organization is to enable the employees to enjoy job satisfaction. The success or failure of an organization depends mostly on the involvement and motivation of the people. Motivation directs the people to achieve some goals or objectives and result in increased production, productivity and profit. In the previous unit of this block, we have discussed the role of leadership in an organization. Leadership is the core factor for achieving organizational goals. We know that the success of leadership depends on his ability to motivate his subordinates. It is pertinent to mention here that motivation is an inner force and it helps to satisfy needs. This unit is an attempt to give an idea of the influence and impact of motivation in helping people to work. In this unit we shall discuss the factors which are responsible for motivating people in a workplace. An attempt is also made here to analyze the problems relating to motivation. The unit also deals with the analysis of the relevance of motivations in administration.

4.2 Objectives:

Motivation is the core factor for achieving administrative goals. It boosts the morale of the employees and provides job satisfaction and also fosters discipline among employees to make administration successful.

After reading this unit you will be able to

- analyse how motivation influences administrative behaviour.
- describe the factors which motivate people
- discuss the need for motivation in administration
- examine the problems or the barriers of motivation
- describe the relevance of motivation in administration

4.3 Meaning of Motivation:

Motivation can be defined as an inner driving force of human activities. The English word ‘motivation’ is derived from a Latin word “movere” which means to “move”. Thus literally ‘motivation’ stands for movement. In the context of organizational and administrative setting, the management has to motivate the employees to achieve higher productivity. There is intimate relation between motivation and work done by an individual. Motivation determines the productivity and job satisfaction and lack of motivation brings lower productivity. Motivation and job satisfaction among the workforce reduce absenteeism, turnover and labour unrest. Therefore, it is the major task of every management to motivate the employees, or to create the “will to work” among them. An employee may be skilled or very competent to do work, but nothing can be achieved if he is not willing to work. Therefore, we can say that motivation is the creation of a will to work. However different writers have given different definitions of motivation from different angles. Here we will state some of the important definitions provided by prominent scholars:

Richard Pettinger says that “motivation is limited and directed by the situations and environments in which people find themselves. This is the general context in which people set their targets, ambitions, purposes, drives, goals, aims, and objectives as marks of achievement and success. Dissatisfaction occurs when the rewards are either not forthcoming, or else do not meet expectations”. George R. Terry and Stephen G. Franklin opine that “Motivation is the need or drive within an individual that drives him or her toward goal oriented action. The extent of drive depends on the perceived level of satisfaction that can be achieved by the goal.” According to Andrew J. Dubrin, “Motivation

refers to expenditure of effort toward a goal.” Thus, motivation is seen as a process that leads to the forming of behavioural intentions. Some psychologists believe that a significant portion of human behaviour is energized and directed by unconscious motives. Again, according to Maslow, “Psychoanalysis has often demonstrated that the relationship between a conscious desire and the ultimate unconscious aim that underlies it need not be at all direct.”

In other words, stated motives do not always match those inferred by skilled observers. For example, it is possible that a person can be accident-prone because he has an unconscious desire to hurt himself and not because he is careless or ignorant of the safety rules. Eating is merely a defensive reaction to lack of attention. Some workers damage more equipment than others because they harbor unconscious feelings of aggression toward the authority. Motivation involves goals and ambitions, recognition and achievement. It can be described simply as the need for success. Mullins says that needs and expectations can be categorized into psychological and social motives, or into intrinsic and extrinsic motivation. He explains the basic motivational model as given below.

From the above discussion, we can explain motivation as a driving force within individuals by which they attempt to achieve some goals assigned to fulfill some need or expectation. It involves goals and ambitions, recognition, and achievement. These in turn can be described as the need for success, the need to be recognized and valued by others and the need to develop and improve.

Stop to Consider:

Intrinsic and Extrinsic Motivation:

Intrinsic motivation comes from rewards inherent to a task or activity - the enjoyment of a puzzle or the love of playing basketball. To elaborate one is said to be intrinsically motivated when engaged in an activity “with no apparent reward except for the activity itself”. This form of motivation has been studied by social and educational psychologists since the early 1970s. Research has found that it is usually associated with high educational achievement and enjoyment by students. Intrinsic motivation has been explained by Fritz Heider’s Attribution theory, Bandura’s work on self-efficacy, and Ryan and Deci’s Cognitive Evaluation theory. Extrinsic motivation comes from outside. Money is the most obvious example, but coercion and threat of punishment are also common extrinsic motivations. For example, in sports, the crowd may cheer the performer, and this motivates him or her to do well. Trophies are also extrinsic incentives. Competition is often extrinsic because it encourages the performer to win and beat

others, not to enjoy the intrinsic rewards of the activity. Social psychological research has indicated that extrinsic rewards can lead to over justification and a subsequent reduction in intrinsic motivation. Feedback Fulfillment Driving force (Behaviour Result i oraction) To achieve Desired Goals Needs

Check Your Progress:

Fill in the blanks

- a. Motivation refers to _____ of effort toward a goal.
 - b. Motivation is directed by the situations and _____ in which people find themselves.
 - c. Motivation is derived from a Latin word _____
2. Define motivation.
 3. What is intrinsic motivation?
 4. Differentiate between Intrinsic and extrinsic motivation.

4.3.1 Theories of Motivation:

Various scholars have provided us with theories of motivation. The theories of motivation can be divided into two categories-

- (1) Content Theory, and
- (2) Process Theory

The Content theory is prescriptive in nature and believes that all individuals possess the same set of needs. The theory focuses on the link between individual motivation and job satisfaction. On the other hand, the Process Theory emphasizes the differences in people's needs. It focuses on the cognitive causes that make these differences. The cognitive processes are the internal states and mental processes. Thus, it can be said that Content Theory is related to the external motivation whereas the Process Theory is related to the internal aspects. Let us discuss some important theories in brief, Abraham H. Maslow's Hierarchy of Needs Theory It is one of the important Content theories based on the human needs. Abraham H. Maslow is associated with this theory. Maslow believes that human beings possess the desire for craving. They always want more and their desire depends on their existing possessions. According to him, human needs are arranged in a series of levels, a hierarchy of importance. The hierarchy ranges through five levels and physiological needs are at the lowest level. His theory is best explained by the following diagram. The diagram represents the hierarchy of needs as forwarded by Maslow. However, the hierarchy of needs is not always followed in a

rigid pattern. There should be reversal and substitutions and the needs depend on the strength of the individual.

The theory of Maslow has been criticized on the ground that people do not necessarily satisfy their needs, especially higher level needs, just through the work situation. They satisfy themselves through other areas of their life as well. However, it cannot be denied that his theory is seen as valid now as people are becoming more concerned about job security as depicted in this theory.

Stop To Consider:

Needs of Individual: According to Maslow people are motivated by their needs. According to him they have many types of needs.

1. Physiological Needs: The need for food, drink, air, sleep and shelter are the physiological needs of an individual. These are the primary needs of an individual or survival needs. Level of Needs Basic and instinctive needs Self actualization.

Esteem: self and other Social: the need to belong Safety Physiological Societal Needs

2. Safety and Security: It includes protection of danger, threats or deprivation and the need for stability of environment. These two type of needs dominate human beings until they are fulfilled. They are the higher order of needs.

3. Needs for Social Esteem include a sense of belonging to a society or a group within it.

4. Needs for Self esteem include the needs for self-respect, self esteem etc.

A reading of the types of needs will help you to examine the relevance of the theory of Maslow clearly. Douglas McGregor's Participation Theory X and Y Douglas McGregor's Participation Theory X and Y is another important theory of motivation. It is also a content theory. In his book, The Human Sides of Enterprise, McGregor discusses his theory on the basis of human resource management. In his book he proposes two sets of assumptions for the study of motivation in workplace. One assumption is negative in nature called X while the other is positive and labelled as Y. With the help of these two theories, he discusses the way administrators deal with employees and mould their behaviour towards subordinates along with the working behaviour of employees. In his X theory he describes that

- Employees inherently dislike work and try to avoid it if possible
- For this reason employees should be controlled, coerced or threatened with punishment
- Due to the security factor workers display little ambition in their works. From this stand point McGregor tries to find out the nature of the workers and the duties of the management to motivate the workers. After giving a negative aspect of human nature in his theory X, McGregor provides four other positive assumption of human nature as given below
- Employees can view work being as natural as rest or play
- Man will exercise self-direction and self-control if he is committed to the objective
- The average person can learn to accept
- Creativity-the ability to make good decisions.

The theory X is related to the lower order needs of people. However, only one theory is not sufficient to motivate people. So in an organization management uses both the methods for motivating the employees.

Stop to Consider:

Goals of Motivation:

1. To direct behaviour toward particular goals
2. To lead to increased effort and energy
3. To increase initiation of, and persistence in, activities
4. To enhance cognitive processing
5. To determine what consequences are reinforcing
6. To lead to improved performance.

Clayton P. Alderfer's Modified Need Hierarchy Theory:

This theory is also known as ERG (Existence, Relatedness and Growth) Theory and it comes under the content theory. It provides reasonably reliable measures for the needs it proposes. It is a modified version of the need hierarchy model of Maslow. It intensifies Maslow's five levels of need into only three levels based on the core needs of existence, relatedness and growth. These are discussed below

1. Existence needs: It includes nutritional and material requirements.

2. Relatedness needs: These kinds of needs are fulfilled through relationship with family and others.

3. Growth needs: These needs reflect the desire for personal psychological development.

Apart from that he also proposes various basic propositions relating to the relationship between the above mentioned three needs. Unlike Maslow, the basic significance of this theory is that it is more direct and simple to understand. It is also realistic and flexible. Frederick Herzberg's Two-Factor Theory This theory is also called Motivation-Hygiene theory. The theory is based on a study conducted by Herzberg on some accountants and engineers. In the Pittsburgh area of U.S.A, Herzberg experiments with more than 200 accountants and engineers on the factors of motivation. After the study he concludes that there are two different sets of factors affecting motivation and work. It leads to the emergence of Two-Factor theory of motivation and job satisfaction. These two factors are:

- extrinsic or hygiene factors; and
- intrinsic or motivating factors.

The extrinsic factors result from dissatisfaction with job whereas the intrinsic factors are related to job satisfaction.

Stop to Consider:

DAVID C. McClelland's and Motivation:

David McClelland has argued that there are three major relevant motives or needs in work place situations:

1. The need for achievement- It is the drive to excel, to achieve in relation to a set of standards, to strive to succeed.
2. The need for power- It is the drive to dominate the behaviour and actions of others in an organisation.
3. The need for affiliation-It is the desire for friendly and close interpersonal relationship.

SAQ:

Do you think that the theories of motivation can help us in understanding the concept of motivation properly? Give argument in support of your answer (80 words)

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Besides these theories we also find some other theories of motivation as follows; The Incentive Theory of Motivation A reward, tangible or intangible, is presented after the occurrence of an action (i.e. behaviour) with the intent to cause the behaviour to occur again. This is done by associating positive meaning to the behaviour. Studies show that if the person receives the reward immediately, the effect will be greater, and decreases as duration lengthens. Repetitive action-reward combination can cause the action to become habit. Motivation comes from two sources: oneself, and other people. These two sources are called intrinsic motivation and extrinsic motivation respectively. Application of proper motivational techniques can be much harder than it seems. Steven Kerr notes that when creating a reward system, it can be easy to reward A, while hoping for B, and the process can reap harmful effects that can jeopardize our goals. A reinforcement is different from reward as reinforcement is intended to create a measured increase in the rate of a desirable behaviour following the addition of something to the environment. Drive Reduction Theories There are a number of drive theories.

The Drive Reduction Theory grows out of the concept that we have certain biological needs, such as hunger. As time passes the strength of the drive increases if it is not satisfied. As we satisfy the drive by fulfilling its desire, such as eating, the drive's strength is reduced. It is based on the theories of Freud and the idea of feedback control systems, such as a thermostat. However, there are several problems that leave the validity of the Drive Reduction Theory open for debate. The first problem is that it does not explain how secondary reinforcers reduces drive. For example, money does not satisfy any biological or psychological need but reduces drive on a regular basis. Secondly, if the drive reduction theory is held true we will not be able to explain how a hungry human being can prepare a meal without eating the food before they finish cooking it. Cognitive Dissonance Theory As suggested by Leon Festinger, this occurs when an individual experiences some degree of discomfort resulting from an incompatibility between two cognitions. For example, a consumer may seek to reassure himself regarding a purchase, feeling, in retrospect, that another decision may have been preferable. Another example of cognitive dissonance occurs when belief and behaviour are in conflict.

A person wishing to be healthy believes smoking to be bad for one's health, and yet continues to smoke.

To sum up these theories we can say that motivation is seen as a process that leads to the forming of behavioural intentions. Volition is seen as a process that leads from intention to actual behaviour. In other words, motivation and volition refer to goal setting and pursuit of goal respectively. Both processes require self-regulatory efforts. Several self-regulatory constructs are needed to operate in orchestration to attain goals. An example of such a motivational and volitional construct is perceived self-efficacy. Self-efficacy is supposed to facilitate the forming of behavioural intentions, the development of action plans, and the initiation of action. It can support the translation of intentions into action.

Stop to Consider:

J.S Adams and Motivation J.S. Adam has contributed to the development of the concept of motivation. He has propounded the theory of Equity, which is one of the important theories of motivation and belongs to the Process Theories. Through his Equity theory he focuses on the feelings of people in the context of the treatment they receive from others. He has the view that people evaluate their relationship in the same way as buying or selling an item. People expect certain outcomes or results in exchange of certain contributions. In terms of organization an employee expects justice, balance and fair treatment from the authority. He also believes that social relationship is based on the process of exchange. So, his theory is based on the exchange model. In other words we can say that he believes in the give and take policy.

4.4 Factors of Motivation:

We have already discussed the theories of motivation and now we plan to discuss the factors of motivation also known as motivators. As evident from our earlier discussion, motivation inspires people to do something as it is a driving force in human life. Our focus here is on the factors influencing motivation. These factors may be positive as well as negative. The positive factors like, rewards, praise, recognition etc. inspire the people to do their work efficiently. These factors work as the source of inspiration in the workplace. For example, the policy of reward helps in satisfying one's needs. On the other hand, we have factors which are regarded as negative, as evident in punishment, censure, termination. The positive factors encourage and induce the workers to work hard, increase output. On the other hand, negative

factors induce fear among workers to force them to withdraw from work. If we apply both the methods simultaneously, it is called carrot and stick method. Some scholars argue that motivators may be financial or non-financial. The example of wages, salaries, bonus, fringes, benefits or perks allowances, etc can be taken here.

Non financial factors are – praise, recognition, incentives, job enrichment, opportunity for growth, feedback from the performance, participation of the employees in management, information bulletin, suggestion schemes, employee counseling, fair and equitable treatment in the organization etc. Again, the factors of motivation may be intrinsic or extrinsic. The examples of intrinsic factors are: job satisfaction, participation, recognition, status etc. On the other hand, the extrinsic motivators are the outside environment like salary, perks, medical and other facilities etc. Thus it can be said that many factors compositely motivate the employees in an organization.

SAQ:

Do you think that people can be motivated only by money ? Give arguments in favour of your answer (50 words)

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4.5 Need of Motivation:

We all know that motivation is the inner force that moves the people to work. In other words, we can say the behaviour of the people is inspired by motivation. It is an intention of achieving a goal. Motivation is seen as a process that leads to the forming of behavioural intentions. In the following section, we shall discuss the need of motivation in human life: Motivation can be described as the direction and persistence of action. Due to motivation, people choose a particular course of action in preference to others and they continue with that action. In other words, we can say that it helps to maintain continuity in human behaviour. Human beings desire to be successful and motivation helps to realize their goals. We know that motivation involves goals and ambitions, recognition and achievement. It can also be described as the need for success. It is also the desire to succeed in competitive situations based on a standard of excellence determined by others or one's own preceding standards. Motivation is needed as it is the desire to affect the behaviour of other people and to control and manipulate the surroundings. Motivation is related to social needs. It is a desire to interact with other individuals, to be liked by them, to belong to different groups. Motivation deals directly with the

relationship between satisfaction and performance as satisfaction leads to improved performance. Motivation is also needed in an organization for the following reasons

- Motivated employees always look for better ways to do a job.
- Motivated employees are more quality oriented.

• Motivated workers are more productive. Perry and Wise describe public service motivation as ‘an individual’s predisposition to respond to motives grounded primarily or uniquely in public institutions’. The motives should be understood as psychological deficiencies or needs. Perry sums up six such motives.

- The first motive is the attraction to public policy making.
- The second motive is the commitment to the public interest.
- The third motive is a sense of civic duty.
- The fourth is a sense of social justice.

• The fifth motive is compassion referring to the patriotism of benevolence, ‘an extensive love of all people within our political boundaries and the imperative that they must be protected with all the basic rights granted to them by the enabling documents’.

• The final motive is self-sacrifice, the willingness to substitute service to others for tangible personal rewards while operationalizing his own performance. Perry’s conception of public service motivation is reduced to four dimensions instead of six. Only attraction to public policy making, commitment to the public interest and civic duty, compassion and self-sacrifice remain. Thus, to summarise we can say that motivation is needed as it gives an inspiration to do something. It helps people to behave and respond to the situation and to achieve the goals and objectives of the organization or the society.

Stop To Consider:

Self-Motivation The self-control of motivation is increasingly understood as a subset of emotional intelligence; a person may be highly intelligent according to a more conservative definition (as measured by many intelligence tests), yet unmotivated to dedicate this intelligence to certain tasks. Victor Vroom, Professor, Yale School of Management offers the “expectancy theory” to provide an account of the decision of the people to exert self-control to pursue a particular goal. Drives and desires can be described as the deficiency or need to activate behaviour that is aimed at a goal or an incentive. These are thought to originate within the individual and may not require external stimuli to encourage the behaviour. Basic drives can be influenced by

deficiencies such as hunger which motivates a person to seek food; whereas the more subtle drives can be translated in the desire for praise and approval which motivates a person to behave in a manner pleasing to others. By contrast, the role of extrinsic rewards and stimuli can be seen in the example of training animals by giving them rewards when they perform a trick correctly. The rewards motivate the animals to perform the trick consistently even when it is removed from the process.

Check Your Progress:

1. Fill in the blanks
 - a. Motivated employees are more _____ oriented.
 - b. Motivated workers are more _____.
 - c. Motivation involves goals and _____
2. Critically examine the importance of motivation in workplace.
3. Define self motivation.
4. Examine the factors of motivation.

4.6 Problems of Motivation:

In the world we witness changes in every sphere of human and organizational activity. So the concept of motivation also undergoes a change and arouses many barriers of motivation. For example lack of interest in work is one of the most common problems of motivation. It is believed that work in itself has become more important than the employer or the organization. The profit of an organization depends on the works performed by the employees. But now the basic problem is that the employees are not interested to work. They are only trying to fulfill their personal interest rather than the interest of the organization as a whole. The family background and social status of the employees are also the problems of motivation. Tensions are created by the personal problems of the workers as these factors definitely influence and affect the performance. Again, managers or leaders must develop good qualities of leadership in them. But, due to the improper training it does not be happen and consequently restricts them to motivate others effectively.

Centralization of power or authority is also a problem of motivation. When a worker gets the opportunity to involve in the decision-making process, he must be encouraged as it helps him to work hard. But it is seen that managers are afraid of entrusting authority and empowering

their employees as they feel insecure to do so. Human beings are self-centered and long for praise. But yet most organizations take negative view of their people and do not acknowledge or appreciate the work done by the employees creating the problem of lack of motivation. In some organizations, punishment is used to motivate people. But, motivation and inspiration energize people and punishment fails to serve the purpose. Lack of co-ordination and communication between management and employees is another barrier of motivation. Languages difference is another problem of motivation. However, the problems can be removed through proper training of employees. A vision that motivates the employees is the standard concern for success across social classes and/or lifestyles. It does not matter how many years a person spends in classrooms as motivating vision is the common denominator for achievement. President Abraham Lincoln never went to school still he became President because he had a vision that motivated him. In addition, his vision was so powerful that it motivated everyone around him.

SAQ:

Do you think that the problems of motivation can be a barrier in the path of development? (80 words)

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4.7 Role of Motivation in Administrative Organization:

From our discussion of the need of motivation in organizations, we know that the success or failure of an organization depends to a great extent upon the motivating capacity of the leaders. The greatest efficiency and productivity flow from the efforts made by the leaders to motivate his subordinate workers. In an organization motivation can do miracles as a motivated worker can achieve more than an expert with no motivation. Hence motivation is regarded as the inner strength for the desire for success. The basic requirement in motivation is to make employees realize job satisfaction.

Hence, motivation is the essential ingredient of any organization for achieving its desired goals. We know that employees in an organization are different in their ability or capacity. In this context, motivation maintains activity and determines the general direction of an individual's behaviour. Thus motives or needs are the mainspring of action in an organization. Within an organization, motivation involves the process by which a person or the leader or group deliberately seeks to influence the behaviour of another person or

group. Motivation in organization helps to make the participants conform to organizational requirements. It is therefore a means to translate the organizational goals into reality. The success of an organization is based on the works performed by its employees. If they are motivated properly, they are satisfied with their jobs and work efficiently. In other words, we can say that motivation brings efficiency in administrative work. When people are satisfied, their performance can lead to perfection. Manager must therefore be sure that any system of motivation includes rewards that are fair, or equitable, for all. The output of this action is more productive and leads to more profit for the organization. Hence it can be said that motivation is an inner impulse that induces an individual to act in a certain way which helps an organization to fulfill its desired goals and objectives.

4.8 Summing Up

After going through this unit now you are able to explain the concept motivation. Motivation is a universal concept and forced a person to do something. It is the inner force of every human being. You have learnt that in the context of organization, motivation helps its employees to perform their functions to achieve its desired goals. Again in an organization motivation is seen as a process that leads to the forming of behavioural intentions. Thus it can be said that Motivation is ‘an individual’s predisposition to respond to motives grounded primarily or uniquely in public institutions through which goals of an organization should be achieved. From this unit you have also learnt that though motivation plays a very crucial role in moulding human behaviour, it is not very easy to motivate all people effectively. This unit has also helped you in understanding the role of motivation in organization. It is very necessary to overcome such barriers to achieve the goals of an organization since motivation is the real force behind the success of any organization.

4.9 REFERENCES AND SUGGESTED READINGS

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UNIT 5: ECOLOGICAL THEORY

Unit Structure :

5.1 Introduction

5.2 Objectives

5.3 Riggsian Model

5.3.1 Background

5.3.2 Ecological Approach

5.3.3 Ideal Models

5.3.4 Structural-Functional Approach of Riggs

5.4 Critical Appreciation

5.4.1 Advantages of the Theory

5.4.2 Ecological Model as an improvement over Bureaucratic theory

5.5 Summing Up

5.6 References and Suggested Readings

5.1 Introduction:

Fred W. Riggs is one of the most innovative scholars in the disciplines of Political Science and Public Administration. In 1963, when the Comparative Administration Group (C.A.G.) was set up as a committee of the American Society for Public Administration, Prof. Riggs was made its first Chairman a position he held until 1970. As the chairman of the CAG, Riggs made valuable contribution to the field of comparative administrative studies. The Ecological Model formulated by Riggs has been the most creative, and at the same time a highly controversial model of administration for the developing countries. The word 'Ecology' is borrowed by Riggs from the discipline of Biology where 'Ecology' means the study of life in its surroundings. Here, in this unit we attempt to give you an idea of the responses coming from the environment towards the administration. The ecology of administration, being the interaction of administration and its environment, requires a deeper understanding of the society and the various factors affecting its functioning. In this unit, we will discuss the influence of environment on administration or organization. This unit is an attempt to introduce you to F. W. Riggs'

Ecological theory which is also considered as an alternative to the Weberian Model we have studied in the previous block. Riggs' Ecological Theory has contributed in the enrichment of comparative administrative studies in the developing countries and we will examine this theory in detail.

5.2 Objectives:

As said earlier, Ecological Theory is influential in terms of the enrichment of comparative administrative studies in the developing countries. The significance of this theory is also visible on studies of the influence of environment on administration. We will address the issues relevant to Ecological Theory in this unit.

After reading this unit you will be able to

- examine the role of environment in administration.
- describe the administrative systems from ecological point of view
- discuss Riggs' concept of Ecology
- analyse the strength and weakness of Riggs' ecological theory
- explain the impact of ecological theory in modern administration

5.3 Riggsian Model :

Modern governments have witnessed great changes in their functions and responsibilities due to the development of modern technology which paved the way for the emergence of the welfare state. In this changing context, Public Administration has to play a crucial role in achieving the goals and objectives of the state. From previous theories we come to know that the development of a society greatly depends on its committed and effective administration. In this regard, Fred W. Riggs has developed a few analytical models and approaches to study Public Administration in a more comprehensive and comparative manner.

5.3.1 Background:

F.W.Riggs, emphasizes the need to study administrative systems from the ecological perspective so as to gain a comprehensive and in-depth understanding of the administrative dynamics. A social system is a vast network of inter-related parts, each one of which can be understood in relation to other parts and to the whole system.

Administration being an inseparable and interacting part of the whole society can be understood in the context of the social system in which it is embedded. To elaborate the administrative theories discussed earlier have emerged before the Second World War and are generally the offshoots of industrial revolution in the Western countries, especially USA. After World War II, the newly independent Asian and African countries adopted the western administrative system but soon realized that these systems were developed in a particular environment and not suitable for the rapidly changing nations. Thus the primary task of all these countries was to develop or change the system in accordance with their environment. So, there was a need of concepts which could help in understanding the problems of all nations i.e. concepts which would be cross-cultural or cross national. In the Ecological Approach, Riggs explains the inter-relationship between a system and its environment. He is one of the most important scholars of the structural-functional approach. Through his macro, ecological and structural-functional models of the administrative systems, he ushers in a new area of cross-cultural administrative research. He views the administrative process as a system having an environment with which it interacts and in which it operates. His model of administration is known as the structural-functional approach and more popularly as the ecological model of administration.

SAQ:

What do you mean by ecology in general? (50 words)

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.....

5.3.2 Ecological Approach:

Riggs is mainly interested in conceptualizing the interactions between the administrative system and its environment. He maintains that an administrative system operates in the context of its socio-cultural, political and economic environment and there is a continuous interaction between environment and the administrative system. Unlike Weber, Fred W. Riggs emphasizes the environment and its reflection on public administration. He strongly believes that one cannot understand any administrative system without a detailed knowledge of the environment in which it exists. To Riggs, there is a direct relationship between a system and the environment. The ecology of administration, being the interaction of administration and its environment, requires a deeper understanding of the society and the various factors effecting its functioning. It may be noted that the

ecological approach in the study of Public Administration had been initiated by J.M. Gauss, Robert A. Dahl and Robert A Merton long before Riggs. But it is Riggs who has made a distinctive contribution to this approach. Further Riggs develops this theory and analyzes the relationship between the administration and economic, social, technological, political and communicational factors in a larger perspective. He clearly analyzes how environmental conditions influence the administrative system.

Objectives of the Approach:

We are already familiar with the idea that Riggs tries to study Public Administration in the context of ecology the administrative problems of developing nations. This approach studies administration and its problems taking the wider social environment into consideration. Since the social, political and economic environments are not the same all over the world, therefore, with the same type of administrative system similar types of result cannot be obtained. The basic objective of this approach is to study how the administrator is influenced by the environment in which he is required to work and also to see how administrative culture is the outcome of the social system and social values. Riggs' Concept of Development While conceptualizing the processes of development, particularly in the political and administrative realms, Riggs has taken the help of the structural-functional approach, the systems approach and the ecological approach. The structural -functional approach views structures as patterns of behaviour which have become standard features of a social system. According to this approach, all structures perform an array of social functions, such as administrative functions, religious functions, economic functions and so on. Societies usually have a variety of structures that perform the different functions. Thus, the family performs certain social functions, the market performs the economic functions and the legislature performs political functions. In traditional societies, one encounters a few structures such as a family or a leader performing a whole host of functions like rule- making, rule- adjudication, economic allocation, and even medical and health administration. As society grows and develops, more and more specialized structures appear, each one of which becomes engaged in specific functions. So, differentiation of structures may be looked at as the essence of development.

Thus, development, according to Riggs, is a process of increasing autonomy of social systems, made possible by rising levels of differentiation. Riggs has observed that differentiation leads to a key problem of effecting integration. Integration of the specialized roles

can lead to development. Riggs hypothesizes that the more differentiated and integrated a society is, the higher the level of development that it can attain and more capable it becomes by making and implementing decisions which involve effective control over its environment. In this way by laying down his concept of development, Riggs helps us to understand the degree of development achieved by different developing countries and in turn helps in enriching comparative studies of different developing nations.

5.3.3 Ideal Models

From the earlier discussion, we are familiar with the idea that Riggs mainly studies the administrative systems of developing countries. For this reason he has developed certain ideal models. These models help us to study the administration in an empirical manner. Riggs creates models on the basis of the structural-functional approach. In a fused society, a single structure carries out various functions. But in a diffracted society separate structure are created to carry out specific functions. But between these two societies there also exist some societies where we find characteristics of both.

Riggs mainly outlines two kinds of models: Agraria and Industria which are related to agricultural and industrial societies respectively. According to him, all societies transform from agricultural to industrial society. Later in 1957, he develops an equilibrium model named Transitia representing the transforming societies. It is the stage between the agrarian and industrial society. Let us discuss his models in brief

1. Features of Agraria and Industria Societies:

While discussing these two kinds of societies, Riggs points out some structural features of both these two societies. In his opinion an Agraria society has ascriptive values. It is particularistic and there exists a differential stratification system. The occupational differences are simple in this society. One important feature of this society is that here the social and spatial mobility is very less. On the other hand, in an Industria society there exists an egalitarian class system. There are certain achievement norms. The society is not particularistic, it is universalistic and the occupational pattern is well developed in this society. There is a higher social and spatial mobility and instead of diffused pattern there is specificity.

2. Equilibrium model or Transitia:

This model was developed in the later part of 1957. The Transitia model primarily deals with societies undergoing transformation. As we

have stated earlier, it represents a transitional stage between two types of society (Agraria and Industria). It has common characteristics of both the two societies.

Check Your Progress:

1. Fill in the blanks
 - a. Agraria society means society.
 - b. Transitia society is a stage between..... society
 - c. Every society has to discharge..... Function.
2. Explain the Ecological theory in the light of Riggs' ideal models.

3. The Model of Fused-Prismatic-Diffracted Societies:

Another contribution of Fred W. Riggs is that he enunciates the typology of “Fused, prismatic and diffracted” societies which is based on the structural-functional approach. According to Riggs, the societies whose social structure is functionally diffused, i.e., structure with almost no specialized roles, have been termed as “fused”. On the other hand, a ‘diffracted’ society is one which has highly functionally-specific structures, i.e., those which carry out a limited number of prescribed functions on account of their specialized character. In between the two polar types, comes the category of prismatic society where exists a high degree of “formalism”, over-lapping”, and “heterogeneity”. Thus, Riggs by developing the concepts of these three models of society helps in enriching the comparative studies between different developing nations. A developing nation having fused model can be termed as less developed whereas those with diffracted structures may be termed as more developed among the developing nations. 4. Prismatic- Sala Model Another contribution of Fred W. Riggs lies in his highlighting the administrative problems of transitional societies and therefore, the major focus of his study has been on the “prismatic society”. Sala is a Spanish word which stands for partition, room, religious conference, government office etc.

Riggs has identified three basic features of a prismatic society.

These are:

- **Heterogeneity:** - The first characteristic of a prismatic society is that there is a high degree of heterogeneity, i.e., different kinds of systems, practices, and opinions are present in such a society. Social change in

this society is incomplete because there is a presence of fused as well as diffracted traits.

- **Formalism:** - Formalism is another feature of prismatic society. There exists a great discrepancy between the formally prescribed norms and their practices whereas in a fused and diffracted society there is a high degree of realism.
- **Overlapping:-** Overlapping, according to Riggs, refers to the co-existence of formally differentiated structures of a diffracted society with the undifferentiated structure of a fused society. In spite of new structures prevailing in the society, old structures still dominate various functional areas in the social system. In a prismatic society, 'Overlapping' has several dimensions which can be briefly discussed in terms of the following points.
- **Nepotism:** - In a prismatic society, family loyalty and kinship are given prime importance in recruitment to the administrative class whereas in a diffracted society, family loyalties are completely divorced from official behaviour. Further, in a prismatic society, universal norms in administering laws are generally disregarded.
- **"Poly-Communalism" or "elects":**- Poly-communalism is the name given by Riggs to a plural society where we find the simultaneous existence of several ethnic, religious and racial groups. In such a poly-communal society, membership of interest groups is largely based on community loyalty. In this way, by highlighting the problems of developing countries, Riggs helps in providing solutions to those problems. This is another contribution of Riggs in the field of comparative public administration concerning developing countries. Moreover, Riggs points out that in a prismatic society, there is a state of 'price indeterminacy' i.e., it is impossible to determine a common price for a service. In a diffracted society, government service is uniformly available to all citizens without distinction and salary is determined by the value of work performed and the market cost of labour. But, in a prismatic society, according to Riggs, the relationship between public officials and their clients is that of sellers with their buyers. Hence, prices charged for a public service in prismatic society vary according to the nature of the relationship between a public servant and his client.

Riggs also notes that in a prismatic society, there exists a phenomenon of overlapping in the power distribution system. The power structure in a prismatic society has the tendency of "over-centralization". Generally, a prismatic society has "unbalanced policy" with bureaucrats dominating the politico-administrative system. The salaried officials in such a situation have a major role in decision-making which results in a lack of official responsiveness to public needs and wishes. Riggs has suggested that there is an inverse ratio between

administrative output and bureaucratic power. The more powerful the officials become, the less effective they become as administrators. Thus, a salaried society in a prismatic society is characterized by nepotism in recruitment, inefficiency in the administration of laws, institutionalized corruption and lastly by the desire of gaining more power and protecting their own interest.

5. Bazar Canteen Model: Riggs also states another model based on economic conditions like the conditions seen in a market. This model is termed by him as the Bazar Canteen model. According to Riggs, in a prismatic society the economy is partially guided by forces of market and partly by family, religion and social conditions and therefore, the fixation of prices in the market becomes difficult. Only a small section of the society enjoys almost all the economic benefits and only a few can control and monopolize the economy. Bribes play an important role in such a society. The relationship between public officials and their clients is not rendered on equal basis. Only the dominant community enjoys the services at low rate. The society is like a subsidized canteen where the influential can get commodities at subsidized rate. This concept is known as the Bazar Canteen model where only a few are benefited.

Stop To Consider:

Differences between Agraria and Industria Society:

Agraria Industria

- | | |
|--|-----------------------------|
| a. Ascriptive Values | a. Achievement norms |
| b. Particularistic | b. Universalistic |
| c. Limited social and spatial mobility | c. Mobility is higher |
| d. Simple and stable occupational occupational differences pattern | d. Well developed |
| e. Different stratification system | e. Egalitarian class system |

These are also the structural features of these two societies.

5.3.4 Structural-Functional Approach of Riggs :

In analyzing the administrative system from the ecological point of view, Riggs mainly uses the structural-functional approach. Before him Robert Merton has applied this approach in their works. This structural-functional approach envisages that in every society, certain

important functions have to be carried out by a number of structures with the application of certain specified methods. Structure means the administrative mechanism or any other mechanism by which the functions are discharged. So we can say that structural-functional approach is a method of analyzing the functions that are carried out in a society, identifying the structures responsible for discharging the functions and the methods adopted in undertaking the functions. Riggs has said that every society has to discharge five important types of functions. They are as follows:

- Economic
- Social
- Communicational
- Symbolic
- Political Functions.

He further states that the same set of functional requisites apply to an administrative sub-system in which various structures carry out a number of functions in a specified manner. Structural-functional approach is a study of these structures, functions and methods to understand the phenomena.

5.4 Critical Appreciation:

The extensive references made to the views of Riggs in the literature of Public Administration indicate his tremendous influence on the discipline. There cannot be any meaningful study of Comparative Public Administration and development administration without reference to the views of F. Riggs. Despite this influence, he is subjected to severe criticisms discussed below:

- Riggs uses many new words borrowed from the physical sciences in administrative theory. However, sometimes readers are not able to understand the exact meaning of his borrowed terms. As Sison says, to understand Rigg's terms, one has to read it again and again, because one first has to understand the terminology which is quite new.
- Hahn B Lee, one critic of Riggs has said that his models are not helpful in understanding the process of social change in development. His models are not useful when the objective of administration is to change the system rather than to maintain the system.
- R A Chopmen emphasizes that one should have an open mind in analyzing the Riggisian models and see how far they will be useful to understand Public Administration as Riggs has not fully worked out the implications of his theory. Beside these criticisms, Daya Krishna

attacks his theory with a view to examine how far Riggs' models are helpful to analyze the development processes and points out that his prismatic model serves no purpose to find out the stages in the process of development.

- Environment plays an important role in administration. Ecological models generally explain the motives of administrative behaviour, and in this whole process administration influences its environment. Administration is also a tool for social change and it influences the society in different ways at different times. But, Riggs has completely neglected this aspect.

- Arora opines that overlapping exists equally in different societies, but the reasons may be different. An examination of such reasons will be useful in providing guidance to administrative actions. Riggs's has only highlighted the negative impact of overlapping but does not examine the positive aspects which may provide healthy competition among various administrative sub-systems and increase efficiency in administration. Nevertheless, Riggs' model which helps us to deepen our insight into some basic problems of administration in developing societies and to conduct the study in a comparative manner is unique in Public Administration.

Stop To Consider:

Formalism: It means the extent to which a discrepancy exists between formal and effective power, between the impression given by the constitution, law and regulations, and the actual practice and facts of government and the society. Riggs observes that the prismatic society discussed earlier is marked by high degree of formalism. Here it appears in many forms and in different levels, such as constitutional, administrative and academic, etc.

5.4.1 Advantages of the Theory:

Despite the above mentioned criticisms, the Ecological Approach advocated by Fred W. Riggs has certain advantages to serve as a better alternative to the Bureaucratic Approach advocated by Max Weber. The advantages are as follows:

- The Riggsian approach makes a scientific analysis of the interactions between the bureaucracy and its environment.
- Ecological Approach enables to evaluate the performance of any administrative organization in the context of the socio-political and economic environment in which it exists. Nobody can deny the fact

that the effectiveness of any organization depends to a great extent on its environment.

- Unlike Max Weber’s approach, Riggsian approach is not a mechanical approach towards the study of administrative systems. It may be called a recent approach to study the administration of a country. It also points out the inadequacies and deficiencies of mechanical approach.
- The Riggsian approach may be regarded as a way to study public administration on the basis of comparison of different institutions that exist in different societies.
- Riggsian approach helps to understand and identify the areas of differences between traditional system of administration and modern administrative system. It also highlights the consequences and the problems arising in the process of transformation of an administrative system from the traditional status to the state of modernization.
- The Riggsian approach helps us to understand administration of the developed and developing countries.
- Fred Riggs has made an honest effort to analyze the administrative system with the help of science to make the study easier and to explain the system in clear terms.
- The Riggsian approach may also be considered as an approach which emphasizes the value-laden administration.
- On the basis of Riggsian approach, it becomes clear that administration has a close relationship with the socio-cultural aspect of the concerned country and accordingly the administrative system must be designed to fulfill the requirements of that society.
- It is Fred W. Riggs who makes an attempt to highlight a neglected area of the discipline of Public Administration by emphasizing the ecology of an administrative system.

Thus the Riggsian approach tries to provide an integrated perspective on administration in so far as Riggs maintains that the administrative system operates in the context of its socio-cultural, political and economic environment.

SAQ:

Do you think that Ecological theory can remove the limitations of Bureaucratic theory? (60 words)

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5.4.2 Ecological Model:

As an improvement over Bureaucratic theory According to Riggs, an administrative system is influenced by the society of which it is a part, and in turn it influences the society at large. He tries to analyse his theory in the perspective of developing countries. Riggs is attracted by the stages of transition of a society from traditional to modern society through several stages. It is true that no organization can be explained without referring to the social environment in which it is embedded. While explaining his ecologic theory, Riggs emphasises the social environment ignored by Max Weber. Weber focuses mainly on the mechanical aspect and ignores the sociological dimensions of public administration which is given proper emphasis by Fred W. Riggs. That is the reason we consider Fred Riggs' Ecological Model to be an improvement over Max Weber's Bureaucratic theory. Classical organizational theories mainly emphasize the organizational principles and the behavioural theory concentrated on human behaviour in the organization. But ecological theories emphasize the interaction between the administration and its environment. Both in content and analysis, Riggs' ecological approaches touch wider horizons, and take an integrated approach of the administrative system. His approach and models help us in understanding the administrative process in developing countries.

Stop To Consider:

Riggs on Bureaucracy: Riggs in his book *The Ecology of Public Administration* argues that the bureaucracy of a developing country is one of the important institutions in the path of development. He has said that the political and administrative institutions can be properly studied only when the circumstances, influences and forces operating all around are fully understood. So it is essential that administration should be studied in the context of other social institutions. Changes in bureaucracy take place when changes occur in social, economic and political systems. Thus we find that there is a close relation between bureaucracy and its environment.

5.5 Summing Up:

From the above discussion you can understand the importance of Riggs' contribution in the field of Public Administration. A new phase in Public Administration starts with Riggs' endeavour. He starts Comparative Administrative Group which helps to develop a variety

of theoretical frameworks. Fred W. Riggs is a contemporary theorist in the fields of political development and comparative Public Administration. He is primarily interested in conceptualizing on the interactions between administrative systems and their environment. He has particularly studied the differences in social, cultural, historical or political environments and their effect on administration. His “prismatic-sala” model and the value-neutral conceptualization of development have taken the cross-cultural administrative studies towards greater objectivity. His ideal models have encouraged several empirical studies in the administrative systems of developing countries. Riggs’ ecological approach takes us away from assuming that any particular sub-system of a society can be considered as an independent variable. His analysis of the process of administrative development can provide guidelines to the policy-makers in different developing countries. Although his administrative models are difficult to find out in practice, they help us in understanding the realities. Sala model provides us an opportunity to analyze and understand the administrative system in developing countries. It also facilitates us to conduct further studies based on empirical and ecological approaches. In the words of Chapman, in spite of many limitations, Riggs’ models may deepen our insight into some of the underlying problems of public administration in transitional societies. His approach and models are considered as sophisticated tools for describing administrative situations. In conclusion, we can say that Riggs’ approach tries to provide an integrated perspective on public administration in so far as he maintains that an administrative system operates in the context of its socio-cultural, political, and economic environments.

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BLOCK- IV
DEVELOPMENT ADMINISTRATION

UNIT 1: MEANING AND SCOPE

Unit Structure :

- 1.1 Introduction
- 1.2 Objectives
- 1.3 Development Administration: The Concept
- 1.4 Meaning of Development Administration
- 1.5 Scope of Development Administration
- 1.6 Summing Up
- 1.7 References and Suggested Readings

1.1 Introduction

As we know that, Public Administration as independent Subject of a social science has recent origin. Traditionally Public Administration was considered as a part of political science. But in Modern age the nature of state- underwent change and it became from police state to social service state. As a consequence, the Public Administration, irrespective of the nature of the political system, has become the dominant factor of life. The modern political system is essentially bureaucratic and characterised by the rule of officials. Hence modern democracy has been described as executive democracy or bureaucratic democracy'. The administrative branch, described as civil service or bureaucracy is the most significant component of governmental machinery of the state. Development administration was a form of social engineering imported from the West in the 1950s and 1960s, which was built on a belief in the application of rational scientific principles and Keynesian welfare economics. Governments in the West and Southeast Asia perceived it as a managerial weapon in the war against communism, which would stem revolutionary appeal by delivering the benefits of modern capitalist development. Its success in this venture was circumscribed by the triumph of revolutionary forces in Vietnam, Laos, and Cambodia. Development administration demonstrated faith in a "big government" and the leading role the state should play in development. It was also synonymous with public administration, although it was distinguished from practices in rich countries by "that inconvenient combination: extensive needs, low capacities, and severe obstacles." A tool bag of development administration interventions was created and transferred to Southeast Asia via foreign aid programs. In the 1970s, questions over the efficacy of this approach resulted in "a period of self-criticism,

reflection, and uncertainty.” Development administration had reached a “deadlock,” or was seen to be in “crisis.”

1.2 Objectives

After going through this unit you will be able to

- Discuss the concept of development administration
- Explain the meaning of development administration
- Analyse the scope of development administration

1.3 Development Administration: The Concept

Development Administration is administration for development purpose. It is aversion of public administration for underdeveloped or developing nations who want to improve themselves using public administration. It is an offshoot of comparative public administration. It addresses the need of society and social dynamics. The basic assumption behind development administration is that social changes can be initiated or guided by administration machinery. Classical public administration was looking for improvements within the administrative framework while development administration is looking for social change and wants to be a cause for social engineering. It represents under developed and developing nation’s resorts to well configured system of administration to achieve national goals. Development administration represents the goal oriented or plan based developmental tasks.

A rethinking of development administration was urgently needed. This coincided with the rise of neo classical economics in determining the development agenda. Big government was out, and private sector ownership and management techniques were in. Thus new public management (NPM) was soon being exported to the public sectors of developing countries in Southeast Asia, although its reception was less than welcoming in many instances. Participation also moved to the mainstream of thinking either by non-governmental organizations (NGOs), or by a renewed interest in territorial decentralization. The agenda of development administration broadened considerably beyond its early public administration focus to embrace diverse activities from privatization to community participation.

Today, we can define development administration, or development management as it is often known, as:

- An academic subfield in the social sciences
- Built around a set of problems relating to the management of development, rather than being a distinct body of theory

- Heavily but not exclusively focused on public administration
- Embracing a wide range of approaches to managing development, including actions by non state actors
- Being concerned with power and politics as determinants of development policy making and its implementation
- Applying to almost 75% of the world's population, residing in countries displaying diverse characteristics.

1.4 Meaning of Development Administration

Development Administration, also sometimes known as Developmental Approach, is inherent in every system of Govt, which is committed to public welfare to a higher or lesser degree. Thus, development Administration is an aspect of welfare administration. Modern political scientists try to avoid value loaded terms like 'welfare' and prefer to use terms like 'development' that are relatively value free. Development is a function of political system involving increased ability to shape and reshape their environment. Development may be the direct responsibility of a political system but overall development is a function of the Socio-economic political sub-system all taken together acting and interacting simultaneously.

Weidner stated that Development Administration means an action oriented and goal oriented administrative systems. Weidner emphasised that the study of development administration can help to identify the conditions under which a maximum rate of development is sought and obtained. He contended that existing models for comparison were limited in their usefulness because they made inadequate provision for social change. He suggested development administration as a separate focus for research, the end being to relate different administrative roles, practices, organisational arrangements and procedures to the maximising of development objectives. Pai Panadikar identifies Development Administration with administration of planned change.

Dictionary meanings of "development" generally refer to it as the growth into a higher, fuller, and mature condition. However, the students of development administration view development as the dynamic change of a society from one state of being to another without positing a final mature condition. Development has been viewed as "a state of mind, a tendency, a direction. Rather than a fixed goal, it is rate of change in a particular direction".

Conceptual thinking on 'development administration' is to be found mainly in the writings of a group of American experts belonging to the

discipline of comparative public administration. Notable among this group (CAG) are Edward Weidner, Fred Riggs, Merle Fainsod, Montgomery, and Donald Stone. Ramesh K. Arora, S.R. Maheshwari are among Indian Scholars, contributing to the students on development administration.

Thus, Development is a dynamic process of growth as well as change. Weidner calls it a process that is never ending, and which is never complete.

Definitions of Development Administration: -

Now, let us look at some of the definitions on 'Development Administration', given by some of the leading scholars:-

(1) Montgomery: - Development administration means "carrying planned change in the economy or capital infrastructure or to a lesser extent in the social services, especially health and education".

(2) Edward Weidner: - Development administration seeks to be "an action-oriented, goal-oriented administrative system."

(3) Donald Stone :- "Broadly, Development administration is concerned with achieving national development."

(4) Merle Fainsod :- "Development administration ordinarily involves the establishment of machinery for planning economic growth, and mobilizing and allocating resources to expand national income."

These definitions focus on such elements of development administration as action, goal, economic change, social engineering, innovation, reform, planning, problem-solving, and nation-building and so on.

Some Social Scientists explain "development" as it has come to be accepted in the public administration lexicon as the "capacity of a social system to make decisions with autonomy, autonomy implying a relative freedom from the constraints of the environments as also the capacity to modify it."

Fred W. Riggs defines development as a "process" of increasing autonomy (discretion) of social systems, made possible by rising level of diffraction." "Discretion," he has observed, is the "ability to choose among alternatives", while "diffraction" refers to the degree of differentiation and integration in a social system. Riggs has considered diffraction as "the necessary and perhaps the sufficient condition for development, i.e. for increased discretion."

Stop to Consider

Hallmarks of Development Administration

1. Change - oriented
2. Goal - Oriented and result oriented
3. Citizen participation in the administration
4. Commitment to development
5. Integrated and holistic process

6. It has two sides – one is development programmes and other is Its implication
7. Its scope of Operation is wide.
8. Stress on planning
9. Believes in decentralization.

Indicators or Ingredients of Development Administration:-

Now, let us discuss the distinctive features or characteristics of Development Administration, which will make your concept of 'Development Administration' much more clear:

Dr. J.N. Khosla, an eminent scholar of public administration expert (ex-Director of the Indian Institute of Public Administration, New Delhi) has identified three major areas of activity in Development Administration, as given below:-

- (1) It is an effort towards planned transformation of the economy, involving not only the sphere of administration but also politics and indeed society as a whole.
- (2) It is an effort for the synchronization of changes in all spheres of development. Special emphasis is placed on the political and social context of administration.
- (3) All the above mentioned areas imply political control of administration and the formulation of plans and policies. These are also meant to include citizens' reaction to administrative action, their active participation in development efforts and the needs to change the administrator's attitude.

To Harry J. Friedman, 'development administration' contains two elements:-

- (1) The implementation of programmes designed to bring about modernity, and,
- (2) The Changes within an administrative system which increase its capacity to implement such programmes.

The ingredients of development inform us about the aspects which indicate the rate of growth in a particular country. Ingredients may be indicative factors or the variables which vary depending upon the input efforts of the Country. An under-developed country could catch up with much more advanced countries provided the following ingredients are properly managed:

- (1) Technology:- sophisticated instruments, equipments, materials and devices, should be properly managed, so as to convert inputs into profitable outputs.
- (2) Transportation and Communication:-It is a very important ingredient of development because these form the network of fast moving means and instruments of carrying passengers and goods from one place to another on land, water or by air.
- (3) Capital Resources:-It means the country's capital wealth in terms of metal, minerals (gold silver etc.) which is used to convert the national products into internationally changeable commodities.

(4) Industries and Power:- These are again very important ingredients of development of country, which include large of small- scale factories, workshops or production units as well as electricity generating units whether hydro, thermal or atomic.

(5) Expertise, skill and Administrative Capabilities:-These include highly trained technical personnel as well as administrators qualified to man the highly specialized nature of duties of administrators in complex societies.

(6) Land and Water Administration:- An efficient and proper land and water administration is one of the most important ingredient of development, because it is through efficient and effective land and water administration, that a country's gross national product can be increased.

(7) Natural Resources Administration: - A Country's development depends upon the proper utilization of the natural resources of the country, which requires highly trained manpower to administer natural resources.

(8) National will, Resolve, Integrity and Character:- These are some of the complex, but very effective ingredients of a country's development.

However, there are certain preconditions which must be satisfied before development might take place in a country. These precondition are:- Import of sophisticated technology, Higher degree of Differentiation, Communal Harmony, Cooperation and Industrial Peace, Higher degree of motivating effort on the part of Administrations, Political stability and absence of social and commercial conflict.

There are certain other variables, which give one an indication about the degree of development of a community, region, state or a country. These variables give us a fair idea about the rate or pace of development of a country. These variables are discussed below:-

(1) Democratization :- It is the process through which people participate in the decision-making process.

(2) Modernization:- It is an all embracing process of overall improvement in the life and conditions of all the people over a period of time.

(3) Secularization :-Rationalization of actions and thought based on the spirit of equal treatment of all religious groups.

(4) Affluence:- It implies a state of being wealthy. It is attributed to a country where most of the citizens enjoy an abundance of material resource and consumer items.

(5) Institution building:- It is the process of establishing ways of organizing social life- a pattern that is valued by groups, communities of society at large.

(6) Differentiation:- It implies the differences among the sub-units. It also implies specialization of activities, however, with an ultimate sense of integration.

(7) Cohesion :- It implies greater degree of closeness among members of community.

(8) Equitable and just economic order:- It is an order in society, where each individual gets equal opportunity to possess equal social wealth. It means a sense of equality running in the society.

(9) Peaceful transformation towards decentralized society:- It is the process by which power is peacefully transferred from the top hierarchy to lower levels with democratic means.

Thus it is seen that, development administration is an attempt to make public administration more goal oriented and democratically driven one. The concept is largely encouraged to evolve developmental programmes and policies suitable for developing and developed countries. It is an action oriented and strategy packed aspect of public administration. It is a path breaking approach towards administration. Normally administration, in the context of Government, is an offshoot of professional management of public policies. But development administration is an attempt to integrate multitude functions of government in a systematic way to pursue goals of development, very often targeted and previously ascertained goals of development. No longer will administration be considered as a pattern of systematic and routine bound activity. Development Administration is an inclusive approach towards development. Development is the ultimate goal. Without development no administration can achieve anything. It is for the people and not for the technocrats of administrative milieu. As the goals of administration became well defined development, the new approach can bridge the gap between different administrative theories.

Nature of Development Administration:-

“Nature” of a subject means the characteristics, which explain what type of subject it is. The following features can help us to understand the Nature of Development Administration:-

(1) Development Administration is ecological in nature. It works on the principle that development in the real sense is possible only when it agrees with the social, cultural, economic and political environment of a nation.

Since development implies the ability and capacity of a social system to shape or reshape its environment, its study should naturally be ecological in character. An administration system is influenced significantly by demands and supports from its environment, which in turn are shaped and reshaped by the administrative system through its outputs.

(2) Development Administration is closely linked with the political processes as political leadership plays a crucial role as a facilitator of the development process.

(3) Taking the Riggsian notion of development, in terms of an increase in the capacity of a social system to shape or reshape its environment, it can be hypothesized that economic growth would

generally accompany Administration Development. Thus, Development administration, with its ambit, also covers economic growth and development.

However, the relationship between economic development and administrative reform has not paralleled that of developed (mainly western) nations. In contemporary modernized States, economic growth preceded administrative reform, while in most of the developing countries it has been the opposite. For faster economic development, economic planning has become an accepted strategy in most of the developing countries.

(4) Development Administration is an important motivational concern of comparative public Administration. The prevailing diversities in the developing countries provide a mine of information to the scholars of comparative Public Administration to formulate and experiment with newer models or paradigms of administration.

(5) The study of development administration has generally had a dominant normative concern with enhancement of administrative capabilities in “developing” nations particularly. These, it is natural to find an emphasis on various normative questions in the field. Development administration studies both the process of selecting ‘values’ and the ways in which they influence administration in the various ecological settings.

In development administration, both administrative means and ends are given equal importance.

(6) Development Administration seeks to profit by the contributions made by sociology and cultural anthropology. It treats development as a multifaceted concept.

(7) Development Administration is rooted in the field as most of the developmental activities takes place away from the Headquarters administration. The focus is a decentralization of authority so that field units take appropriate decisions on the spot.

(8) Development Administration draws its inspiration from active participation in decision-making as well as implementation of schemes of development by all those who are directly concerned in development.

(9) It has also been stressed that development administration, by its very nature, is innovative.

(10) Another important feature, which depicts the Nature of Development Administration, is that it relies too much on progressivism- Social, economic and political. That is why, Development Administration is said to be an aspect of welfare Administration.

However, in the study of the cultural content of Development Administration, no concrete attempts appear to have been made to relate the nature of religious values, languages, and other cultural components with Development Administration, and this situation is reflective of the nascent state of the study of the ecological dimensions of Development Administration.

Stop to Consider

Development Administration as Development of Bureaucracy

The development of administration means development of administrative machinery and processes suited to the task of national development. Only through an effective administrative system can the goals of socio-economic development and nation-building be achieved. The government being the principal planner, financier, promoter and director of national development depends on bureaucracy for its functioning. Therefore, the role of bureaucracy as an agent of socio-economic change becomes important in the development process. Despite the fact that bureaucracy in developing countries is ill-prepared and ill-motivated for the tasks lying before it, the fact remains that in most of these countries it is the major instrument of social change.

Difference Between Development Administration and traditional Public administration

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

1.5 Scope of Development Administration

Development Administration deals with implementation of development policies. Innovative practices to channelize public opinion in the form of policies and programmes are very essential. The domain of development administration is highly connected to developing and under developing countries. The development ideas of developing or under developed countries linked to the fight against poverty. This approach focuses on the problems of widespread poverty, hunger and misery in developing countries and on the question of what can be done in order to realise improvements of the situation in the short term. The analysis of long-term economic and

social development is another approach towards developmental concepts. This approach concentrates on comparing developments in different countries, regions and historical periods in order to gain a better understanding of the factors that have long-term effects on the dynamics of socio-economic development. Development, connected with industrialisation, economic enhancement and infrastructural development, has a surplus area beyond the reality of subsistence level of poor countries. It is inevitable for developing countries to delve in to the rational of development administration for achieving pre planned development goals. In other words development administration is a post colonial state centric model of public management.

During the 1960s and 1970s, the idea of development administration evolved as an extension or an applied part of comparative public administration especially due to the CAG;(Comparative Administration Group created by the American Society for Public Administration) has a keen interest in exploring administrative problems in developing nations and the agenda set by its funding agency (the Ford Foundation) to improve administration for economic development in these countries. Riggs mentions that the study of Third World administration, interpreted largely as development administration, became the central concern for and synonymous with comparative public administration.

Riggs defines development administration as the combined process of both the ‘administration of development’ (implementation of development policies and plans) and the ‘development of administration’ (improvement of administrative capabilities). Riggs eventually came up with a new analytical construct (known as the prismatic model) to explain these transitional nations. Riggs articulated this prismatic model based on the metaphor of prism – as the fused white sunlight (which represents the fusion of several colours) passes through a prism; it becomes diffracted into several separate colours. Here the fused light signifies the fused structures of traditional society (single structure performing all necessary functions); the diffracted colours represent the specialized or differentiated structures of modern society (separate structures or institutions for major functions); and the situation within the prism (which is a transitional phase between the fused and diffracted stages)reflects the condition in developing nations, which Riggs began to define as prismatic societies (Riggs, 1964). In explaining the nature of administration in these transitional societies, Riggs systematically used an ecological approach to explore their non-administrative domains of society, politics, economy, and culture.

In general, such prismatic societies are characterized by formalism (theory-practice gap), heterogeneity (co-existence of the traditional and the modern), and functional overlaps(similar functions are performed by different institutions) . These features are reflected in the

prevalence of poly-communalism in society (interaction among communities based on suspicion and distrust); the bazaar-canteen model economy and its price-indeterminacy (caused by the influence of social status, bargaining capacity, and official position on economic behaviour); and poly-normativism in decision process (representing the use of both rational and non rational criteria). These ecological or contextual factors, according to Riggs play significant role in shaping the nature of public administration in developing nations, which he presents as sala (complex and mixed) model administration characterized by the coexistence of universal official norms and respect for traditions, which is reflected in the influence of family and community on official decisions (e.g. nepotism and favoritism); prevalence of both ascriptive and achievement criteria leading to the 'attainment' norms in public offices; and so on. However, Riggs refined this prismatic model with unique ecological and contextual forces in the process of developmental regimes.

The 1980's was a radical turn in the concept of Development Administration where scholars wanted administration to be flexible and people should be included in the process. Towards the 90's the very influential 'New Right Philosophy' sprung up which was neoliberal(modern form of the liberal approach prevailing in earliest time of society) and also the Public Choice Theory (Discussed in previous articles on this blog) emerged that brought anew paradigm to the concept of Development Administration. This led to the Good Governance concept. New Public management also made a huge impact where it was suggested that administration should become more managerial and market based in its approach in order to survive and be efficient. It stated that the state cannot sacrifice social values for achieving efficiency and not go beyond its constitutional limitations. Nowadays, the Discourse theory of Development Administration is doing the rounds that assert that development administration should have two major criteria: Human need based approach and Sustainable approach.

They examined five strategies (liberal capitalism, communist strategy, liberation theology, Islamic fundamentalism, Sarvodaya/socialist) to find out which one catered to both these criteria. It was found that Sarvodaya was the only model that contained both the above criteria and if implemented properly will lead to optimum results in Development Administration.

Context of the study of Development Administration

'Context' of the study of Development Administration means 'circumstances' leading to its study. While dealing with the circumstances, which led to the study of the Development Administration, it should be kept in mind that it emerged only after World War II. After the Second World War, the nations of Asia

Africa, and Latin America became independent, after centuries of colonial exploitation. As a result of prolonged period of colonial subjugation of these Nations, after Independence, these nations embarked upon long term planning for speedy socio-economic development. But they were in a dilemma as to which path to follow to get or achieve the developmental goals or targets set by them. Also, these newly independent Nations, for long term colonial exploitation, were facing lots of problems like, problems of poverty, unemployment, malnutrition low agricultural productivity, slow growth of Industries etc. Also, the colonial masters have already destroyed these Nations' Natural Resources. So, these Nations, though wanted to achieve development at a faster pace, but there were many constraints or impediments, which became stumbling-block on their way of development. So, to remove these stumbling blocks or obstacles, these newly emerged independent countries used to rely on the path of 'Development Administration', which is quite different from Traditional Administration. How it is different from Traditional Administration- if is very well reflected in the Nature and concept of 'Development Administration.'

Thus, 'Development Administration' has gained currency only after world War II and in the above paragraph, we have very nicely discussed how it came into prominence on what was the circumstance, which resulted in the study of Development Administration. It is very simple- when these newly independent nations embarked upon 'Development Administration' to reach their target, it came into prominence as a field of study also. Scholars from different countries began to study exhaustively on the literature of 'Development Administration', so as to guide these newly emerging independent Nations, as to which definite path to follow, to attain development. These extensive study led to the further enhancement of this field of study.

1.6 Summing Up

Thus from the above discussions we come to conclude that, The concept of Development Administration is a development of the post 1945 era. The term "development administration" came into use in the 1950s to represent those aspects of public administration and those changes in public administration, which are needed to carry out policies, projects, and programs to improve social and economic conditions. During a period of 15 years following the end of World War II, in 1945, colony after colony threw off the imperial yoke. Country after country achieved independence and political autonomy. This new status gave promise of freedom and liberty and self-determination in political systems of representative democracy. It gave hope of greater individual freedom and equality of treatment in the society. Even in countries which had not been colonies but had been administered by some other form of authoritarian government, this was

a generation of rising and insistent expectations pressing for rapid political, social, and economic change. New governments and their bureaucracies, their administrative agencies and processes, were expected to give reality to these anticipated fruits of independence and liberty. These new functions, these demands upon the administration system, were not only enormous in size and weight; they were novel and complex in character.

Check Your Progress:

1. Define development administration.
2. Discuss the distinctive features of Development Administration.
3. Explain why Development Administration is regarded as an aspect of welfare Administration. Why is it said to be ecological in nature?

1.7 References and Suggested Readings

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UNIT 2: FUNCTIONS AND TECHNIQUES OF DEVELOPMENT ADMINISTRATION

Unit Structure:

- 2.1 Introduction
- 2.2 Objectives
- 2.3 Functions of Development administration
- 2.4 Techniques of development Administration
- 2.5 Summing Up
- 2.6 References and Suggested Readings

2.1 Introduction

We have already learnt that, development administration originated during the 1950s as a convenient way to describe the new role of the State and public administration in national progress and modernization. In contrast to law and order administration, the aim of development administration was change and innovation. Public officials would serve the people rather than the empire. Finally, it was anticipated that public officials would approach their tasks with creativity and persuasiveness. Development Administration is administration for development purpose. It is aversion of public administration for underdeveloped or developing nations who want to improve themselves using public administration. It is an offshoot of comparative public administration. It addresses the need of society and social dynamics. The basic assumption behind development administration is that social changes can be initiated or guided by administration machinery. Classical public administration was looking for improvements within the administrative framework while development administration is looking for social change and wants to be a cause for social engineering. It represents under developed and developing nation's resorts to well configured system of administration to achieve national goals. Development administration represents the goal oriented or plan based developmental tasks. In this unit we are going to discuss the functions and techniques of development administration.

2.2 Objectives

After going through this unit you will be able to

- *understand* the functions of Development administration
- *discuss* the techniques adopted by the Development administration

2.3 Functions of Development administration

We know that, development Administration is administration for development purpose. It is aversion of public administration for underdeveloped or developing nations who want to improve themselves using public administration. It is an offshoot of comparative public administration. It addresses the need of society and social dynamics. The basic assumption behind development administration is that social changes can be initiated or guided by administration machinery. Classical public administration was looking for improvements within the administrative framework while development administration is looking for social change and wants to be a cause for social engineering. It represents under developed and developing nation's resorts to well configured system of administration to achieve national goals. Development administration represents the goal oriented or plan based developmental tasks.

Establishment of “welfare state” is the most important task of development administration. The State, and by extending the scope of public administration, would be the engine of development. The welfare state would come about through government's control of the national economy. Accordingly, government took on several important tasks: centralized economic planning, the preparation and execution of development programmes and projects, the promotion and management of industrial growth, and meeting the basic needs of citizens through the provision of social services, economic opportunities and social welfare programmes.

Development is the centre of politics of the so called Third World countries and governments play a key role in national development. Public administration is considered an important mechanism in this development process. Government uses its administrative authority to achieve national development task by formulating, organizing and implementing large-scale action programmes. To handle these complex activities of the government, instrument of development administration is employed.

Development Administration is an instrumental means for defining, consolidating, and implementing national goals in developing countries. The concept of development administration emerged shortly after the Second World War. The field of development administration can be talked about in various contexts but its applicability depends upon mainly the systems which affect it and in turn is affected by the systems.

Stop to Consider:

Meaning of Growth

As a concept, growth has a larger meaning and a more restricted meaning. Strictly it refers to sustained increase in productivity over a relatively long period or long periods each covering at least 10 years. An index of such growth at the national level is not an increase in national product in concrete terms. Growth modifies structures, attitudes and techniques, and where it is sustained; its economic effects are considerable.

Major functions of development administration can be illustrated as follows:

(i) Extension and Community Services:

These services constitute a form of partnership between the government agencies and the people. The government provides technical, institutional or financial services while the people through voluntary organisations provide active participation to make the operational services successful.

The development administration is based on the realization that community participation in the task of national development is a sine qua non.

Thus, development administration makes investigation of social situations, ascertains better devices and instruments for dealing with social disabilities, psychological handicaps and formulates comprehensive social and economic policies.

(ii) Programme Planning:

After the formulation of comprehensive social and economic policies, another main task of development administration is programme planning. This involves an accurate analysis of available supplies and inputs and their management in such a way as to obtain the optimum outputs.

Much of the failure in development administration is due to faulty programme planning either on account of lack of measurement and systematic estimation of available resources or political pressures.

(iii) Project Management:

Another area of development administration is project management. The present trend is towards high cost projects whether it is in the field of irrigation, power or energy, environmental pollution, and production of goods etc. The Tehri Dam Project, Kamal Refinery Project, Kavery Project, are some such examples.

The major projects require high investments in men, money, materials and organisation. They call for decisions and procedures which would facilitate their preparation and execution. They are undoubtedly a major challenge to the administrative and technical capacity.

The life-cycle of a project from inception to operation contains well marked stages such as project definition and pre-construction phase, construction-management, and operation-management.

The need for sound techniques and methods required in each phase is well-established. Any failure on this account may spell havoc, e.g. there is a controversy about the solid foundation of Tehri Dam Project, whether it is located in earthquake prone area. It is but essential that this aspect must be scientifically analyzed without any political prejudices or extraneous considerations.

It is also important to recognize that project authorities face several problems beyond their power, which can only be resolved by the agencies at governmental level. The government administration must, accordingly ensure that such projects have the requisite organization, competent top-level personnel and boards of directors with the necessary authority.

Project management being a highly technical matter should not be subjected to political considerations or bureaucratic procedures.

(iv) Area Development:

By area development we mean the socio-economic development of a particular area like tribal area, hilly area or any backward area. Earlier it was assumed that the problems arising at area level can be adequately dealt with by focal people and institutions.

It was not recognized that area development is linked with national development and needs planning at state level, of course, in consultation with local people and agencies.

The government now provides a framework within which the local agencies like panchayats, block samitis or municipal committees and voluntary organizations at area level act on their own.

The government extends them grants-in-aid to strengthen their financial position and sort out effectively local problems pertaining to health hygiene supply of water maintenance of parks and gardens and provision of roads etc. Local problems are part of national problems, looked at in terms of given areas and communities.

They are of no less concern to development administration than problems at the state and national level.

(v) Personnel Development:

It is also the responsibility of development administration to ensure availability of trained personnel at each level, organize training, make effective use of trained personnel and adopt improved methods of planning and management.

It would, there-fore, be necessary for development administration to organize training programmes and carry out research in the various aspects of management like policy formulation, decision-making, coordination, supervision, direction etc.

Riggs observes Development Administration as a goal oriented administration – an administration which is engaged in the task of achieving progressive political, economic and social goals. Hence he holds “administrative development refers to the increase in the capabilities of our administration system to achieve the prescribed goals .

Thus from the above discussions we can summarise it as

1. formulation of development goal and policies
2. programme formulation and management
3. re organisations of administrative structure and procedures
4. evaluation of results
5. people’s participation in the development efforts
6. promotion growth of social and political infrastructure.

However, Development is a continuously changing concept. It is neither static nor uniform. Its nature constantly changes with the change of time. The nature of development as seen in the early 20th century greatly differs from that seen in the early 20th century. As such history of modern times is a history of national development. Development is a multi-dimensional process. According to Palmer it is an overall process, with significant social, cultural, political and human as well as economic dimensions. Its use seems to equal the more prosaic 'growth' or 'change' or 'transformation' and has become increasingly complex in its application. Economic, social, political, cultural, human administrative and so on are viewed as emerging from

development without being development. Thus development has multidimensional aspects.

Again, development is a goal-oriented process. Development is equated with economic growth, social transformation and Nation building. National development is the major goal of most developing countries. This single goal subsumes myriads of goals, such as, economic and social progress, political modernization, nation-building, mobilization of human and natural resources, reducing the levels of unemployment and poverty, etc. The developing societies are goal-oriented societies sheading towards modernization.

Thus it can be said that, the major thrust of the development administration is to evolve strategies to at least minimize the troubles being faced through the people at large. In order to have self-reliant economy, such thrust areas were picked up where state intervention is required.

SAQ:

According to you what are the major functions of Development Administration.(80 words)

India and development administration

India adopted the strategy of planned change which implied in the middle of other things that planning was to be the basic strategy of social reconstruction. Planning was to be used as an instrument of socio-economic progress and nation-building. It was recognized as central to the societies where the public sector has to play a role of the commanding heights in the economy so as to fulfill the expectations and aspirations of the people. The introduction of Community Development Programme could well be termed as the beginning of development administration in India. The Programme was launched with the following objectives:

- To secure total development of the material and human possessions of rural areas.
- To develop local leadership and self-governing institutions,
- To raise the standard of living of the rural population through means of rapid augment in food and agricultural produce, and

- To bring latitudinal changes towards life in the rural people.

The assumption was that the overall development of the rural community needed, people ‘s participation supported through technical and other services. Moreover, there was also the realization that the troubles of rural development could be dealt with only in a holistic perspective rather than being tackled in an isolated manner.

Thus we can summarise the functions of development administration as follows:

1. The capacity of an administrative system to take decisions in order to meet the ever increasing demands coming from the environment and with the objective of achieving larger political and socioeconomic goals.

2. Increase in size, in specialisation and division of tasks and in the professionalization of its personnel.

3. A pattern of increasing effectiveness in the optimum utilisation of available means and further augmentation of the means, if necessary.

4. Increase in administrative capability and capacity.

5. Transformation of existing administrative mechanism into new machinery through modernizing the bureaucracy by external inducement, transfer of technology and training.

6. Replacement of initiative, practices etc. with those based on realist need.

7. Reducing the dependence on foreign experts by producing adequate trained manpower.

8. Promotion of development initiative.

9. Administrative reorganisation and rationalisation.

10. Making modernisation culturally related.

11. Removing or reducing bureaucratic immobility and widespread corruption.

12. Reorientation of established agencies, and the delegation of administrative powers to them.

13. Creation of administrators who can provide leadership in stimulating and supporting programmes of social and economic improvement.

Stop to Consider

Administration of Development

Development administration concerns the administration of development which is further simplistically meant as administering development. This is identified with organizational development—government departments, public enterprises, regulatory agencies, public corporations, cooperative institutions, etc. The government machinery is responsible for achieving the broader socio-economic and political goals. Precisely development administration has two

main functions one relates to realizing development goals and objectives and second is to improving and enhancing capabilities of those involved in development goals and objectives.

2.4 Techniques of development Administration

We have already learnt that, Development administration in operational terms refers to organized efforts to carryout development programmes and projects in the direction of state building and socio-economic progress. Planning and coordination have become important in organizing efforts. In developing countries, where human and material resources are scarce, governments are required to adopt and adapt development planning techniques as an invaluable aid in promoting social and economic development. The identification of major functions to be carried out and their alignment are basic ingredients to development administration. A development administrative system decides on appropriate methods of coordination and control for different functions at different levels.

The predominant concern of development administration is to design and administer such development programmes which meet the developmental objectives. It is the administration geared to the task of achieving certain clear-cut and specified objectives and goals expressed in operational terms. Thus development administration is defined as a process of action motivated by and oriented to the achievement of certain predetermined goals.

In the previous section we have discussed that, Development administration involves creating and enhancing management capacities as a means for achieving development goals. To achieve this goal development administration applied various techniques. Some of them are discussed below:

Regional Approaches

The first technique to development, especially rural development, was regional with emphasis on economic activities to be recognized in dissimilar sub-regions of the district. This approach is popularly recognized as Growth Centre Approach. The philosophy behind this approach is that the process of development in rural areas can be fostered through developing natural possessions, build up infrastructural facilities and social services, and foster the growth of towns and cities in a manner that would help the district to develop in

a directed method. The assumption is that each village could not be provided with those facilities simultaneously because of financial limitations and for causes of economic efficiency. This approach is also recognized as Induced Economic Growth Approach.

Area Development Approach

The area development technique focuses on two points: Development of optimum infrastructural facilities; and Spatial and functional integration for the development of an area. The purpose of these approaches was alleviation of rural poverty. In the last four decades, several area-based development programmes—Rigorous Agricultural District Programme, Drought Prone Area Programme, Command Area Development Programme, and Desert Development Programme—were prepared and implemented. Since agriculture plays a very significant role in the economy and in social life of the people, the area development strategy was measured essential. The Drought Prone Area Development Programme, was, for instance, envisaged in the seventh five year plan to augment productivity from dry land and arid areas. The feature of such an area is maximum concentration of the poor and the unemployed. Hence, their development called for the use of appropriate technology of development. The Drought Prone Area Development-Programme incorporated six major sectoral areas including fisheries, irrigation, forestry, horticulture. Likewise, Desert Development Programme was another area based programme aiming at:

- Afforestation;
- Maximum exploitation and conservation of water possessions;
- Creation of water harvesting structures;
- Rural electrification; and Development of agriculture, horticulture and animal husbandry.

The Target-Group Approach

The next technique is Target-Group Approach or Beneficiary Oriented Approach. This may also be termed as people-centered approach. It was realized that economic growth model of development which laid emphasis on trickledown theory (which whispered that fruits of development will automatically reach to the people in rural areas. That is, the fruits will trickle down through themselves) was unsuitable to solve the troubles of poverty and unemployment. Hence, it was measured necessary to undertake such programmes and projects which deliberately and in a determined manner aimed at reduction in poverty and lead to distributive justice. The main principle came to be

economic growth with social justice. With this objective in view a number of target-group oriented programmes were implemented.

Minimum Needs Programme Approach

The earlier approaches ignored the social aspect of development. The main thrust of those approaches was on economic development or income and assets generation for the specific areas or target-groups. Though, it was realized lately that social development was equally significant. The provision of social services and basic necessities to improve excellence of life occupied rising attention of the planners and developers, this approach emphasizes, investment in human beings".

The objectives of this approach are:

- Establishment of a network of basic services and facilities of social consumption in all the areas up to nationally accepted norms, within a specified time-frame.
- Rising of the standards of living and reduction of the regional disparities in development.

The Minimum Needs Approach concentrates on basic needs of food, shelter, sanitation, health, education, drinking water and roads. The programme has fixed following priority areas. Elementary and adult education, health, rural water supply, rural roads, rural electrification, housing, environmental improvement of urban slums and nutrition.

Primary Health Care Approach based on equity, access and social justice is very vital philosophy of social development. The programme comprises (a) provision of curative, preventive and promotional health services, (b) control and eradication of major communicable diseases, (c) training of medical and para-medical personnel and (d) establishment of network of primary health services.

The People-Centered Approach

The main thrust of this approach is to treat the individual as an active participant in the development process, rather than viewing him merely as subject of development. The people-centered approach comprises human growth and well-being, equality, self-reliance and peoples" participation as its key elements. Likewise, the involvement of voluntary / non-government organizations is also becoming a significant part of development administration in India.

Communication

Communication has become a watch word for development. It as summed more importance because new ideas are introduced into a social system committed to bring in relation to the social change. In order to produce higher per capita income and stages of living through

more modern production methods and improved social organizations, the patterns of communication acquire added significance. It would be hard to achieve developmental goals without an effective communication network. It is through the process of communication that transmission of information, decisions and directives in the middle of factors takes place and knowledge, opinions and attitudes are shaped or customized. In the words of Pfiffner and Presthus, “administration can be viewed as a configuration of communication patterns relating individuals and collectivities (groups) of varying sizes, shapes and degrees of cohesion and stability”. Though, communication, for the purposes of development administration, may mean mainly development communication i.e. communication of messages related to all characteristics of development programmes. Moreover, communication, an integral component of development administration, is both vertical and horizontal in addition to being formal and informal or written and oral one. The process of communication promotes the elements of personalized relationship which is a significant plank of development administration.

Stop to Consider

Participatory Development

The concept of development administration is based on the premise that people have an immense capability to contribute to development. That is why a renewed stress is laid on the need to involve people more actively in all stages of development planning, implementation, controlling and evaluation. Participatory development implies development of the people through the people. The success of policies, programmes and projects depends to a larger degree on the success in obtaining more and more participation of the beneficiaries in development process.

Coordination

All policies and programmes are to a varying extent interrelated. Therefore agriculture development also requires industrial development for the provision of fertilizer, pesticides, and mechanical implements; it requires educational development so that farmers may be able to read and benefit from new scientific knowledge; it also requires development of farmers’ health so that they may be able to work properly. Hence policies of agricultural development have to be drawn up so that they harmonies with other policies. Hence coordination of a high order is necessary. Coordination is needed at all stages and all stages, as Mary Parker Follett has stressed. At the top stage it is sought to be brought in relation to the through the cabinet.

All significant policies are reviewed through the cabinet. Here the ministers have an opportunity to look at the implications of other policies for those of their own department. Any inconsistency, gap or duplication is ironed out.

Check Your Progress:

1. State 5 functions of development administration.
2. What do you mean by participatory development
3. Discuss the techniques of development administration.
4. What do you mean by coordination?
5. Define Communication?

2.5 Summing Up

Thus from the above discussions we come to conclude that, Development administration is concerned with increasing and improving the capabilities of the administrative system. The developmental goals are to be carried out successfully with efficiency and effectiveness. There is the need of increasing the capacity of those involved in developmental tasks. Development administration has to perform the functions of improving the education of, and imparting training to, the personal engaged in developmental goals. Although policy making, planning and budgeting are advisory functions of development administrators, yet they constitute a significant part of efforts to enhance administrative capacity for development. Administrative capability also involves the use of modern management techniques and other ways and means to identify individual objectives with developmental goals.

2.6 References and Suggested Readings

- Riggs, Fred W., ed., *Frontiers of Development Administration*, Duke University Press, North Carolina, 1970.
- Weidner W. Edward, ed., *Development Administration in Asia*, Duke University Press, North Carolina, 1970.
- Lee, Hahn Been, "The Role of Higher Civil Service under paid Social and Political Change", in Weidner, ed., *Development Administration in Asia*, Duke University Press, North Carolina, 1970.

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UNIT 3: BUREAUCRACY AND DEVELOPMENT ADMINISTRATION

Unit Structure:

- 3.1 Introduction
- 3.2 Objectives
- 3.3 Emergence of the Concept of Development Administration
- 3.4 Meaning of Development Administration
- 3.5 Ingredients of Development Administration
- 3.6 Functions of Development Administration
- 3.7 Role of Bureaucracy in Development Administration
- 3.8 Indian Scenario
- 3.9 Summing Up
- 3.10 Reference and Suggested Readings

3.1 Introduction:-

Development administration is an aspect of welfare administration and it gained popular currency among the new nations of Asia, Africa and Latin America which became progressively free and independent after the Second World War. These countries were under colonial rule for a long time and as a result, after independence these countries wanted to attain development. But as a result of long term colonial exploitation, these nations faced immense problems. But these newly independent countries took up new assignments of development so that these countries become capable of raising the standard of living of their people. It must be noted here that all forms of development like socio-economic and political, industrial and technological development is only possible through a highly efficient administrative system. If a country's administrative system is not efficient and is not manned by expert and efficient administrators, then, development is not possible. Thus, the concept of 'development administration' is very important in the field of Public Administration.

3.2 Objectives:-

This unit is designed to help you understand various aspects of the concept of 'Development Administration'. After reading this unit, you will be able to:

- Understand the meaning of the concept of development administration.
- Examine the role of bureaucrats in fulfilling and translating into reality the entire concept of development administration.
- Discuss various components of the concept of development administration.
- Analyse the pivotal role of bureaucrats in the administrative set-up of developing countries, in addition to their important role in developed countries.

3.3 Emergence of the concept of 'development administration':-

Scholars pertaining to the field of Public Administration are continuously engaged in search for the new concepts in order to understand and respond to the rapid changes occurring in the various administrative systems of the contemporary world, particularly the problems in the administrative systems of developing societies. It must be noted here that the American thinkers and scholars have contributed a lot in the enrichment of the concept of Development Administration. However, it was felt by the scholars at some later stage that all these interpretations were "non-ecological" and "static", while they attempted to explain the newly emergent problems. As Fred Riggs has observed: "...have been non-ecological in so far as they failed to relate administrative behavior to its environment. They have been static in so far as they took the basic institutional patterns of social structures for granted, failing to examine the conditions which brought these patterns into existence, which maintained them, or which caused them to change." Since the late nineteenth century, various reforms took place in the American administrative system but most of these reforms emphasized on the principles of economy and efficiency. Thus, emphasis was laid more on 'means' of administration rather than 'goals' of administration and in fact, both the concepts of means and

ends merged together thereby emphasizing on the dual concepts of economy and efficiency. As a result of this under emphasis on the study of goals in earlier administrative studies, Edward Weidner has laid emphasis on this aspect as is evident from his comment that Public administration has glorified the means and forgotten the ends. Good administration and good human relations have become ends in themselves, quite apart from the achievement of other values that they may or may not facilitate. Thus, with this very intention, the concept of development administration was introduced by Weidner and was stressed by Riggs among others. [Comparative Public Administration by R K Arora].

3.4 Meaning of ‘Development Administration’

Here, it is pertinent for us to examine the meaning of ‘Development Administration’. Firstly, we will have to understand the meaning of development. Students of development administration have viewed development as the dynamic change of a society from one state of being to another without reaching a final mature condition. Weidner calls it a process that is never ending and which is never complete. Thus he explains development as a state of mind, a tendency, a direction. Rather than a fixed goal, it is a rate of change in a particular direction. (Edward Weidner, Development Administration: A New Focus for Research). Some social scientists again explained development as the capacity of a social system to make decisions with autonomy, autonomy implying a relative freedom from the constraints of the environment as also the capacity to modify it. Milton Easman regarded development “as a social process which can be influenced in a large measure by human design. Activity related to development is normatively directed towards the overriding and interrelated goals of nation building and socio-economic progress”. Sharansky opined that development is a complicated concept. It is not a tangible commodity that a country either has or does not have. It refers to an aggregate of economic, social and political variables, each of which exists on a continuum ranging from less to more developed. [Advanced Public Administration (vol I) by R D Sharma].

Dr. J. N. Khosla, an eminent scholar of public administration (ex-director of the Indian Institute of Public Administration, New Delhi) has laid stress on the following three major areas of activity in Development Administration:-

- (1) It is an effort towards planned transformation of the economy, involving not only the sphere of administration but also politics and indeed society as a whole.
- (2) It is an effort for the synchronization of changes in all spheres of development. Special emphasis is placed on the political and social context of administration.
- (3) All the above mentioned areas imply political control of administration and the formulation of plans and policies. These are also meant to include citizens' reaction to administrative action, their active participation in development efforts and the needs to change the administrators attitude. [Advanced Public Administration (vol I) by R D Sharma].

Again, according to Ferrel Heady, development exists in societies:

- (a) That have relatively equal distribution of benefits,
- (b) That utilize modern technology,
- (c) That assign rewards according to personal achievement and not according to family, caste or tribal background,
- (d) That use specialists in economic and government roles, instead of generalists who must provide leadership in a full range of activities, and,
- (e) That have governmental units that can adjust to social or economic change and acquire "new capabilities to meet new demands". [Advanced Public Administration (vol I) by R D Sharma].

It is pertinent to observe here that there exists disagreement among the social scientists regarding the characteristic features of development. According to some, development is all about the capacity to produce large amounts of tangible resources in relation to the size of population, which can be transformed into industrial output, agricultural produce, raw materials, gross national products and personal income. Again, there are others who do not focus much on material production but on the forms of social and economic organization. Here, we can discuss about the concept of change, where Lippit opines that change is any planned or unplanned alteration in the status quo in an organism, situation or process. This change may be planned or unplanned. Students and scholars belonging to the discipline of Public Administration are always concerned about the rapid socio-economic changes in the developing countries. Thus, development administration has been defined keeping in view the planned socio-economic changes there. It has been defined as carrying out planned change in the economy, in the agriculture or industry or in

capital infra-structure and also in the social services of the state especially education and health.

Harry J. Friedman opined that development administration contains two elements, which are:-

- (1) The implementation of programmes designed to bring about modernity, and,
- (2) The changes within an administrative system which increase its capacity to implement such programmes. [Advanced Public Administration (vol I) by R D Sharma].

Mohit Bhattacharya considers development administration as an administrative ideology of the developing countries.

Fred W. Riggs is very clear about the concept of development, when he said that development is a process of increasing autonomy (discretion) of social systems, made possible by rising level of diffraction. According to Riggs, 'discretion' is the ability to choose among the alternatives and 'diffraction' refers to the degree of differentiation and integration in a social system. Riggs has considered diffraction as the necessary and perhaps the sufficient condition for development. [Comparative Public Administration by R K Arora].

3.5 Ingredients of Development

It has been contended by the scholars that there are certain ingredients which indicates the rate of growth and development in a particular country and an under-developed country can catch up with the developed countries, provided these ingredients are properly managed. These ingredients of development are like: technology, which implies sophisticated equipments and materials etc; improved means of transportation and communication; capital resources; industries and power; expertise, skill and administrative capabilities; land and water administration; natural resources administration; national will, integrity and character. However, certain preconditions need to be satisfied prior to development take place, which are like: import of sophisticated technology from the developed states so as to utilize properly the available human and material resources; higher degree of differentiation must be there i.e., there must be numerous professional and functional categories performing various tasks; there need to be proper communal harmony, cooperation and industrial peace; the system must be manned by those who are not corrupt but are of high

calibre and integrity, honest and dedicated; also, there need to be political stability and absence of social and commercial conflict.

Fred W. Riggs has emphasized on the ingredient of 'discretion' and thus Riggs viewed development as involving the increased ability of human societies to shape their physical, human and cultural environments. Here, Riggs clearly explained the fact that a mere change in the environment might increase output or might lead to growth of a system but if the level of discretion in the system does not rise up, then that is just mere growth without development.

Comparative Administration Group (CAG) has always contributed a lot in the enrichment of the concept of 'development administration'. Nimrod Raphaeli has discerned two major "motivational concerns" in the literature in comparative public administration as theory-construction and development administration, thereby making these two concerns intertwined. Edward Weidner has thus viewed development administration as the processes of guiding an organization towards the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or another. Thus, almost all the definitions of development administration has emphasized on the ingredients of development administration as being action-oriented and goal-oriented. [Comparative Public Administration by R K Arora].

Thus, from the above discussion, it is clear to us that development administration is mainly concerned with increasing the administrative capability of a system in an efficient manner and that too the emphasis is on achieving particular results within a definite time frame with minimum costs. Thus, it can be said that today development administration is concerned with the formulation and implementation of four Ps – plans, policies, programmes and projects. It must be noted here again that not all planning can be termed as developmental and also not all developmental administration may be planned.

It is true that almost all the organizations have some kind of goals, and so, there comes the problem of distinguishing between developmental and non-developmental administration. It is true that though both have certain rules and norms but developmental administration differs from non-developmental ones by virtue of its objectives, scope, innovativeness etc.

Stop to Consider:

The causes responsible for the growth of Development Administration

- (1) Emergence of the newly independent countries of Asia, Africa and Latin America after World War II. These countries were making persistent efforts to bring about development but were confused regarding the approach to bring about development. Thus, the scholars from various parts of the world particularly the American scholars came forward with the concept of 'development administration', thereby increasing the literature of development administration.
- (2) The interest shown by the Comparative Administration Group (CAG) in the studies of developing nations and their administrative systems.

3.6 Functions of Development Administration:-

It is very difficult to clearly spell out the functions of development administration, because many of the functions discharged under traditional administration may also come under the rubric of development administration. Higgins connects the developmental functions with that of law and order:- to provide a minimum of public order, to provide a minimum of essential services, to provide for common defence and for dealing with other governments, to afford means for resolving conflicts over public purposes etc. [Advanced Public Administration (vol I) by R D Sharma].

According to Easman, nation-building and socio-economic developments are the major political goals of a country under development administration and thus, every development administration must undertake some functions like:-

- (1) Achieving security against external aggression and ensuring internal order,
- (2) Establishing and maintaining consensus and the legitimacy of the regime,
- (3) Integrating diverse ethnic, religious, communal and regional elements into a national political community,
- (4) Development of modernizing skills and institutions,
- (5) Efficient management of facilities and services,
- (6) Activating participation in modernizing activities, especially in decision-making rules,
- (7) Achieving a secure position in the international community etc. [Advanced Public Administration (vol I) by R D Sharma].

3.7 Role of bureaucracy in Development Administration

From the above discussion, it is clear that the concept of 'development' indicates growth and directional change, and the whole concept gravitates around planned change which is derived from a purposeful decision to bring about improvements in a social system. It needs mention here that since development is a process of social change, it needs citizen's willing co-operation and participation in the process and cannot be brought about by mere use of force. Without citizen's participation in the process, it cannot be attained in the real sense of the term. Thus, development administration calls for a basic change in the outlook which entails a change from the typical traditional administration, where citizens were only receiver. Thus, involvement of the citizens in the process of change is a characteristic feature of development administration. Here, comes the most crucial role of bureaucracy because the bureaucracy is the principal tool or instrument to perform the developmental tasks.

The concept of development administration emerged shortly after the Second World War and it became an instrumental means for defining, consolidating and implementing national goals in the developing countries. Bureaucracy has got a very vital role to play in the success or failure of developmental plans. In this context, we can cite Fainsod, who advocated that an improvement in the betterment of development administration depends greatly on the quality and training of public servants who handle it. Concept of development administration has economic, social, political implications. In the economic sphere, it indicates increase in the national income which enables the society to improve its administrative capabilities. The social aspect is that development administration is oriented in the task of initiating social welfare, where utmost stress is given on the health services, housing facilities, cultural amenities, educational facilities, protection of children and women, concern for human rights etc.

The mid 1950s and 1960s saw the zenith phase in the growth of the concept of development administration because during that phase an attempt was made to establish "goal and target" oriented administration in place of traditional hierarchical and rigid administration. Different models of development emerged during that phase. During the colonial era, the western model of development was very popular but afterwards it was found that the western model was unable to tackle some of the problems faced by the newly emergent developing countries. As a result, many thinkers came with their interpretations of the concept. Thinkers like F W Riggs came up with

empirical approach to solve the problem and emphasized on ecological perspective of developmental administration.

During British rule in India, the role of bureaucracy was mainly discharging regulatory functions because government was basically concerned about maintenance of peace and law and order. But after Indian independence, the role underwent a change because the negative concept of functions of the state got replaced by the concept of welfare state which aimed to improve the standard of living of the teeming millions of people. Also, five year plans were started with the intention of improving the condition of masses and to lay down the foundations of a socialist, democratic and equalitarian society. It was in this context that role of bureaucracy changed and it had to adjust with the changing circumstances and had to undertake the gigantic task of reconstructing Indian economy.

Development administration is innovative in nature. Thus, administrative system which is essentially devoted to attainment of developmental goals, there it need to show greater innovation and creativity as compared to one engaged primarily in the routine administrative activities. In addition, development administration had a dominant normative concern as well. In this context, it needs mention that the bureaucrats have energetically responded always to the demands and challenges posed by the administrative set-up. Max Weber's bureaucratic theory clearly highlighted the features of bureaucracy and regarded bureaucracy as phenomenally influential in the administrative system where it is characterized by the features of hierarchy, rules, specialization and impersonality.

With the coming of the concepts of liberalization, privatization and globalization, there came a transformation in the governance system as well. The concept of "Re-inventing government" was popularized by two American scholars David Osborne and Ted Gaebler in 1992 and also the concept of Good Governance came into limelight during that period. Here, we can highlight on some of the core axioms of the concept of 're-inventing government', which are like:-

- (1) Governments need to be reinvented, where it should become more entrepreneurial, thereby showing increasing concern for new ideas.
- (2) Government need to act as catalytic governments which would inspire and empower the community to run its own affairs effectively and smoothly.

- (3) The strict rule oriented public organizations should get transformed to a mission-driven government, where increasing stress will be given on result orientation.
- (4) Continuous innovation and reforms in governments.
- (5) Priority should be accorded to the needs of the customer or citizens by the government.
- (6) Need for making government more proactive and anticipatory rather than being only curative.
- (7) Promoting decentralized government where there will be emphasis on participation and team work, rather than a rigid hierarchical system.

Under these changed circumstances, bureaucrats need to change their role as motivators and facilitators of socio-economic transformation. We already know that the features of development administration are like change-orientation, goal-orientation, client-orientation, citizen-participation orientation, time-orientation, innovativeness, coping ability etc., where the bureaucrats need to play a pivotal role.

Let us now discuss about the salient features of good governance. The World Bank has identified some of the salient tenets of good governance:-

- (1) Political accountability and regular elections to legitimize the exercise of political power.
- (2) Freedom of association and participation by various religious, social, economic, cultural and professional groups in the process of governance.
- (3) An established framework based on the rule of law and independence of judiciary which can protect human rights and can secure social justice.
- (4) Bureaucratic accountability, openness and transparency in administration.
- (5) Freedom of information and expression which is needed for monitoring and evaluation of governmental performances.
- (6) A sound administrative system leading to efficiency and effectiveness and co-operation between the government and civil society organizations. (Peter Blunt, 1995) (Recent perspectives in public administration by R K Arora).

All these new developments have laid stress on the features of greater democratization and liberalization in the governmental process with an increased emphasis on accountability, rule of law, independent judiciary, right to information etc. Moreover, with the ushering in of

the concept of 'New Public Management' (NPM), the important role of government in bringing about goal-directed progressive multi-dimensional development was re-emphasized.

Under this changed circumstances, the challenges encountered by the bureaucracy is enormous. The bureaucracy has to bear the brunt of these new tasks and therefore, it needs to be considerably strengthened both in terms of quality and quantity, so that it can attain all the capabilities for undertaking the programmes of development. Measures need to be taken for the enhancement of administrative capabilities at all the levels of government and all along the hierarchy and also stress must be laid on the need for experts and specialists acquiring administrative experience and training to enable them to function effectively and efficiently. Bureaucracy is under an inescapable obligation to inculcate a disposition towards work in the field so that it can bring about the desired results. This demands structural and procedural changes in public administration and attitudinal changes in the bureaucracy. (Public Administration by Avasthi and Maheshwari)

Thus, bureaucracy as a commune is expected to play a very vital and indispensable role in the accomplishment of the task of development. The contemporary bureaucracy at all levels of government is entrusted with the vital task of interpreting laws, making policies and promulgating decisions and also they are engaged in variety of other activities that have a direct linkage with the well-being of the citizens. It is well known to all of us that developmental programmes should not be premeditated by the centrally approved rigid norms but should be conditioned and accustomed to the varying socio-economic and agro-climatic conditions of different places. Also, development warrants coordination among the different departments of public administration and symbiosis between private and public administration. Here, bureaucracy needs to act as a dynamic force which follows the determination of the people as well as leads it. In this context, it must be mentioned that the bureaucrats have to gain the knowledge and skills which development needs. Commenting on the vital role and responsibility of bureaucrats in ushering in of the concept of development, T. N. Chaturvedi, himself a distinguished member of the IAS said "The Civil Service has to undergo radical structural, procedural and attitudinal changes if it has to serve as an effective instrument of change and progress in a developing society." The progressive bureaucracy in the contemporary time, which is mainly responsible to translate into reality the whole concept of

development, they should not be old-fashioned, rather, they should have progressive, innovative, reformist and revolutionary nature.

In 1950s, when international assistance for development began on a large scale, it was found that many of the recipient states was unable to utilize properly the aid that was given due to lack of capability to utilize the aid that was being given. It was then that importance was given to strengthening state capability through improvement of administration and thus, emphasis was given on the concept of development administration, different from that of traditional administration. The basic aim of development administration was to show concern for development as a whole rather than only law and order. Huge contribution was given in this field by the Comparative Administration Group (CAG) led by Fred W. Riggs. Financially supported by the Ford Foundation, CAG sponsored various research and conducted seminars and published books in this domain. The major thrust during that period was to strengthen bureaucracy by professionalizing it and changing its attitudes and behavior, so as to make them development oriented. It was because of the realization that the entire concept of development administration can be translated into reality only by an effective administration, more specifically effective and efficient bureaucracy. It was widely felt that only a technically-oriented, professionally competent, politically and ideologically neutral bureaucracy can translate into reality the entire edifice of the concept of development administration. It was realized that externally induced reform was not yielding any fruitful results and the ecological aspect of administration was stressed by Riggs himself. The role of bureaucracy in transforming a predatory state into a developmental one was emphasized and it was felt that the state can perform this task successfully when bureaucrats are insulated from the pulls and pressures of everyday politics. The concept of good governance became the key to the transformation of a predatory state into a developmental one. The first five-year plan (1951-56) had very clearly stated : From the maintenance of law and order and collection of revenue, the major emphasis now shifts to development of human and material resources and the elimination of poverty and want....there is also a need for structural changes to raise the level of administration. Here, one thing needs to be noted that autonomy without concomitant accountability may lead to bureaucratic licence. Time and again, questions were raised about the rigidity and rule and procedure bound attitude of the bureaucracy. People often feel that the bureaucracy is unresponsive, insensitive and is neither transparent nor accountable. Thus, there is the need to reform bureaucracy, so that they can work freely and fearlessly to bring about development. Good governance is

basic to any other reform and change in the society and thus reform is needed in the society as well as bureaucracy, so that it can bring success to the whole concept of development. ('Public Administration' edited by Bidyut Chakraborty and Mohit Bhattacharya).

Thus, from the above discussion, we can understand that most of the developing countries soon after their independence are engaged in the process of nation-building and are keen to bring about rapid socio-economic development. In this entire process of development, bureaucracy can contribute immensely by serving as an advisor, inventor and a decision-maker. It is because bureaucracy constitutes the mechanism through which the state realizes its purposes and only a high degree of bureaucratic competence can help in bringing about speedy developmental measures.

However, criticisms have been often leveled against the role played by bureaucrats. It was always expected that with due emphasis on rules and regulations, division of labour, hierarchy, rationality and neutrality, the bureaucrats can ensure smooth process of development. Infact, the bureaucrats supported industrialized developed nations to achieve their objectives and development. But, developing countries faces various challenges and in such an unstable environment, bureaucracy faces crisis sometimes. It is seen that much of the bureaucratic pursuit only directed towards activities rather than achievements of goals and less is done to fulfill the developmental programmes. It is known to you all that bureaucracy is that apparatus of government designed to implement the decisions. But, if the bureaucrats lack in efficiency and they cannot implement the policies effectively, then even the well intentioned policies will fail to yield any effective results. Thus, viewed in this light, we can very well understand the pivotal role of bureaucracy in bringing about development. The greater the capability and capacity of the bureaucrats to successfully implement developmental plans and programmes, the higher the developmental potential of that society. However, bureaucracy is not the only factor to bring about development but it is most assuredly a necessary condition.

SAQ:

Do you think that the bureaucrats have been able to discharge their responsibilities properly in the developing countries? Discuss.

3.8 Indian Scenario:

Indian bureaucracy is not a development of post-independent era but it was there since centuries. However, bureaucracy in India underwent changes during different times. During the colonial rule, the main function entrusted to bureaucrats was to maintain law and order and collect revenue. The civil service of independent India was a continuation of the civil services under the colonial rule. However, after independence the actual moulding of the bureaucracy started. It was because India adopted the socialist philosophy and concept of welfare state, where bureaucracy was the real mechanism of government to implement and execute all its developmental policies. So, we can very well assume that the importance of bureaucracy grew to a large extent with the assumption of new functions and responsibilities. It was no longer performing only the police and revenue collecting duties but was also involved in a large number of developmental activities. The bureaucrats now needed to act as catalyst in the process of social and economic transformation. In this new era of governing system, bureaucrats are expected to be entrepreneurial and enterprising eager to get rid of red-tapism and hierarchical stigmas. Thus, what we see is that in the administrative system, bureaucracy has become indispensable because of its policy implementation roles. Both in policy making and its implementation, the role of bureaucracy is crucial and is of pivotal importance. In the domain of development administration, the whole developmental process is by and large governed by state planning. As a result, there is considerable expansion in the tasks of bureaucracy. However, bureaucracy has to encounter various problems and challenges while discharging developmental tasks. These are like, corruption, rivalries, violence, illiteracy, problem of transfer of personnel etc. It is true that if the administration fails in playing role skillfully and judiciously, then, the entire developmental effort is likely to get jeopardized. However, it must be noted here that as a result of increase in bureaucratic functions, the concept of neutrality and committed bureaucracy changed and there emerged the concept of politicization of bureaucracy. With the adoption of a New Economic Policy in 1991, though situation changed a bit and it meant a reduced intervention of government in the economic sector, still, bureaucracy constituted the backbone of administrative system. Again, it is true that if liberalization and privatization is to be made a success, it needs commitment and determination on the part of bureaucracy who acts as an agent of change. Not only in developing nations but bureaucracy plays a crucial role in the operation of governmental system under any form of government. It should be noted here that the twentieth century

witnessed remarkable changes in all facets of human life but correspondingly, there was not much relevant changes in the operational style of bureaucracy. It continued to be the same rigid and rule-bound, image that was given to us by Weber. But the entire socio-political and economic situation called for an overhauling of bureaucratic apparatus. It has been felt since the emergence of the concept of development administration, that the bureaucrats must have the following characteristic features:-

- (1) Change-orientation: It is this aspect of development administration which distinguishes it from regulatory or traditional administration. So, the bureaucrats need to show due concern for change and flexibility in administration.
- (2) Result Orientation: Development administration needs to be result oriented since within a definite time schedule, changes need to be brought in the society. Thus, due importance needs to be given to increase in per capita income, health services, welfare services etc., where, bureaucrats need to play the pivotal role.
- (3) Commitment and Responsibility: Development administration always has a concern for completing time bound programmes. Here again, bureaucracy is expected to be very much involved to perform their assigned tasks with commitment and responsibility.
- (4) Client Orientation: Development administration is client oriented i.e., it is positively oriented towards satisfying the needs of the people, which again implies a close relation between the public and administration.

Also, it is well known that all developmental programmes are goal-oriented and are prepared for a certain time period and must be completed within that stipulated time-frame. Infact, development administration have an obligation to serve the public in such a manner which strengthens the integrity and processes of governance. Thus, what is needed is that the bureaucracy should not be too dogmatic, rather they must be flexible and amenable to new ideas and innovations. Bureaucracy is the bedrock of administration in independent India and so, the entire edifice of the concept of development administration depends on the skill, efficiency and expertise of the bureaucrats. [Public Administration in India (current perspectives) edited by C P Barthwal and Kumkum Kishore].

Check Your Progress:

1. Discuss briefly the concept of development administration, with special reference to the administration of developing countries.
2. Evaluate the contribution of Fred W. Riggs and Comparative Administration Group (CAG) in the enrichment of the concept of development administration.
3. Discuss the salient features of development administration and then explain the role of bureaucrats in the field of development administration.

3.9 Summing Up

In this unit, we have discussed in detail different parameters of the concept of development administration. We have tried to understand the concept of development administration, how it came into limelight and ultimately the pivotal role played by the bureaucracy in bringing about development. We have understood from the above discussion that bureaucrats need to play a very important role in ushering in of the concept of development administration. It is because all the developmental policies and programmes ultimately need to be implemented effectively by the able bodied bureaucrats. If the bureaucrats fail in their mission of efficiently implementing those developmental policies, then, the entire edifice of the concept of development administration faces challenges and crisis. That is why, it is believed that the bureaucrats by adhering strictly to norms, rules and regulations and by maintaining their neutrality, should perform and discharge their role honestly so as to initiate the process of development. However, we have discussed above how the administrative system has changed from time to time and various new developments took place. In this changed scenario, it really became very difficult for the bureaucrats to conform strictly to the concept of neutrality but they were automatically dragged within the political vortex. And this way, they were subjected to various criticisms, that bureaucrats are not playing their role efficiently. We have also seen from the above discussion that the developing countries, soon after their independence, have embarked upon ambitious plans for bringing about development. But since they were under colonial rule for a long period of time, they faced a host of problems and challenges after independence. At that critical juncture, bureaucrats were expected to play their role effectively to initiate development, which is quite a challenging task. However, various reforms committees were instituted from time to time which suggested remedial measures, as to how to improvise bureaucracy and their role. However, bureaucracy is

not the only condition to bring about development, though the most necessary one. Many other factors need to be fulfilled so as to bring about development. We can sum up by saying that the developing countries must follow the essential criterias of development administration, so as to bring about development.

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UNIT 4: EVOLUTION AND CAUSES OF GROWTH OF DEVELOPMENT ADMINISTRATION

Unit Structure:

4.1 Introduction

4.2 Objective

4.3 Evolution of Development administration

4.4 Causes for the Growth of Development Administration

4.5 Summing Up

4.6 Reference and Suggested Readings

4.1 INTRODUCTION

In the first two units of this block we have studied the concept of Development administration. We know that the basic assumption behind development administration is that social changes can be initiated or guided by administration machinery. This administration is inherent in every system of government which is committed to public welfare to a higher or lesser degree. Thus, development Administration is an aspect of welfare administration. Besides, we have also learnt that development administration is a version of public administration for underdeveloped or developing nations who want to improve themselves using public administration. We can trace the roots of origin of development administration to the period after Second World War. At that period a number of new nations of Asia, Africa and Latin America got independence from colonial rule. These nations have different socio-political and, cultural and economic background which necessitated some changes in administrative structure. This unit will make an attempt to discuss the Evolution of development administration. Further it will also discuss the causes for the growth of development administration.

4.2 OBJECTIVE

Development administration as we all know aims at development of the people. It deals with formulation and implementation of development policies to meet the needs of the people and also to face the challenges of changing times. It focuses on the problems of widespread poverty, hunger and misery in developing countries and on the question of what can be done in order to realize improvements of the situation in the short term. Development administration is an attempt to make public administration more goal oriented and democratically driven one. After going through this unit you will be able to :

- Discuss the evolution of development administration
- Examine the causes for the growth of development administration

4.3 EVOLUTION OF DEVELOPMENT ADMINISTRATION

As we all know development administration emerged to usher development in the developing and under-developing societies. Now, let us discuss the growth of development administration in different phases in this section.

Phase I: (1950- 60) : Decolonization and consequent emergence of new nations in the post Second World War provided the ground for the emergence of development administration. A number of scholars through their writings have also helped in the growth of development administration. The Classical economists view on development also provided the basis for the growth of development administration. These economists mainly emphasizes on increase in the GNP or Per capita income. Keynesian economic approach also paved the way for development thinking and sought to transform underdeveloped societies into modernized societies. It was the Instrumental Theory of Administration and popular Government which occupied the front rank in the development administration model in 1950s and early 1960s.

The important ingredients of development administration model were:

- i). establishment of planning institutions and agencies
- ii). Improvement of the Central administrative systems
- iii). Budgeting and financial control
- iv). Personnel management and organization and methods

Thus there were stresses on reforming the administrative structures, creation of new agencies, improving administrative technologies in terms of methods and following procedures and practices on the lines of western administrative thought. In this period the administrative values like efficiency, economy and rationality were prescribed. Besides these, principles of professionalism, span of control, authority, staff and line, decentralization etc became the basis of organizational structure. Administrative development was another aspect which draw attention of academics and executives during this period.

Phase II: (1960-70):

In 1961 under the chairmanship of Fred W. Riggs the Comparative Administration Group (CAG) was formed to carry out research in comparative administration with special focus on the problems of development administration. The CAG believes that since the classical concepts of administration of the third world were rigid, narrow and parochial it fails to explain the cross-cultural situations as these concepts were unable to answer the irrational, informal and emotional behavior of administration. Further the postulates of conventional organizational theory were suitable only for maintenance needs rather than for development needs. The scholars in CAG insisted on a comparative analysis of the administrative systems of the Third World. The group also advocated concentration on the strategies and requisites for attaining public policy goals in the developing countries.

The 1960s ushered in a period of evaluation of results, doubts and repetition of old strategies. It was also a period of a search for new concepts or analytical constructs. It also emphasized on evaluation of results, doubts and repetition of old strategies. Moreover, this period paves the way for new concepts which have cross-cultural validity. There were efforts to establish relationships between public administration and social, economic, political and cultural environment. Public administration was studied from ecological point of view. The renowned exponent of this approach was Fred. Riggs.

Riggs criticized development administration by stating that increase in GNP may not necessarily lead to improving the real life conditions of the people. He has analysed the structural functional features of the social and administrative systems of the developing countries in his industria-transitia- agraria formulation. He puts the developing countries in the category of prismatic society which is caught in between tradition fused and modernity defracted and is undergoing the process of social change. The ecological approach provided a vision that reflected interest in the

examination of the relationship of non-administrative factors to administrative ones.

The period of the 1960s also saw a shift from normative approach to empirical approach. This approach is implicit in most of the so-called principles of Public Administration works of Woodrow Wilson, L.D White, Fayol, Gullick, F.W Taylor and others. It reflected American practice as a model, especially for the people of the third world countries.

SAQ:

What do you mean by people –centred development? Does India follow such development model?

Phase III: (1970-80):

In the 1970s the meaning of development underwent change in so far as development goals were conceived in terms of meeting basic human needs but also the development administration model to meet these objectives saw changes in strategies and substantive programmatic actions. It was also realized that the development administration problems were rooted in the political economy of the aid receiving countries and stressed on inter-theoretic linkages to social explanation.

In the later part of 60s and early 70s it was experienced that poverty, hunger, unemployment were increasing despite achievements in the area of economic growth. The role of human factor in development process began to attract the focus on the students of development and development administration. How to provide the millions and millions of poor people with the bare minimum of life became a major concern of the scholars as well as the policy makers. Meeting the basic needs of food, clothing and shelter, along with education and public health became the indicator of development. Thus, development acquired a social and economic meaning during the U.N Second development Decade (1971-81) instead of economic growth. The concern was obvious for qualitative change rather than mere quantitative one.

Economist like Gunar Myrdal argued in favour of social and institutional preconditions of progress. It also emphasized on creation of new strategies. The scholars from Third World talked about new framework of development which emphasizes on reduction and removal of poverty, inequality, hunger, disease, illiteracy, unemployment and malnutrition. In

this way this new development puts emphasis on anti-poverty planning and implementing policies for eradication of poverty. Participatory management was key to this type of development.

Phase IV: (1980s):

In this period there was a third world view of development administration which gives attention to indigenous concepts, methods and theories of development and administration. In this period it was believed that key elements of development administration are ----

- i). Greater equality in distribution of development benefits.
- ii). Popular participation, knowledge-sharing and empowerment to facilitate self-development efforts by individuals, groups and communities.
- iii). Self-reliance and independence in development, emphasising the local resources mobilization and use
- iv). The problem of containing the population-increase
- v). integration of appropriate technology with big modern technologies in order to facilitate development.

As mentioned earlier there was emphasis on people-centred approach. It stresses on the distribution of development benefits economic as well as social. Equity plays important role in development plans and policies. It also urges for sustainability of development programmes and creating opportunities for change. It calls for sharing of knowledge and resources between the beneficiaries and the programme officials.

Phase V: (1990 onwards):

Development administration takes a different shape in 1990 onwards. This period witnessed Liberalisation, privatization and globalization of economy. International barriers were loosening. In such circumstances three were changes in the politico-economy of the Third World country too.

Stop to Consider:

Development administration and administrative development are two inter related words. Any society experiencing notable development in its political, social and economic as well as cultural systems is likely to affect the administrative system. On the other hand a well organized and competent administrative system brings all round development of the society. These two processes are very much interlinked. Therefore F.

Riggs has found a chicken and egg relationship in Development administration and administrative development. One cannot deny that administrative development is a must to development administration. Administrative development stands for enhancement of the capacity and capability of an administrative system to achieve the prescribed progressive goals.

4.4 CAUSES FOR THE GROWTH OF DEVELOPMENT ADMINISTRATION

As discussed in the previous chapters a number of factors are responsible for the growth of development administration. Now let us discuss these factors in this section.

- i). Growth of new nations in the post Second World War.
- ii). Economic growth fails to bring development of all sections of the society
- iii). Failure of traditional public administration to cater to the needs of all in the society.
- iv). Increased disparity between rich and poor
- v). Failure of government policies due to lack of participation of the common people.
- vi). Realisation of the need to adopt an empirical approach.
- vii). The belief of Comparative Administrative Group that since the classical concepts of administration of the third world were rigid, narrow and parochial it fails to explain the cross-cultural situations as these concepts were unable to answer the irrational, informal and emotional behavior of administration also helps in the growth of development administration.

Check Your Progress:

1. Discuss the factors responsible for the growth of development administration.
2. Name two economists from the third World Countries who advocates development administration.
3. Explain different phases of development administration.

4.5 SUMMING UP

After reading this unit we are now in a position to understand the different phases of development administration. We have learnt that decolonization and emergence of new nations in the post Second World War provided the ground for the emergence of development administration. In the 1960s the Comparative Administrative Groups belief that since the classical concepts of administration of the third world were rigid, narrow and parochial it fails to explain the cross-cultural situations as these concepts were unable to answer the irrational, informal and emotional behavior of administration. In the second phase importance was given on ecological approach to administration. In the third phase the role of human factor in development process began to attract the focus on the students of development and development administration. In the fourth phase greater equity is demanded in distribution of development benefits and more emphasis was put on people-centred development.

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UNIT 5: RELEVANCE OF DEVELOPMENT ADMINISTRATION IN DEVELOPING COUNTRIES

Unit Structure:

5.1 Introduction

5.2 Objectives

5.3 significance/ importance of Development Administration

5.4 Relevance of Development Administration in Developing Countries

5.5 Summing Up

5.6 Reference and Suggested Readings

5.1 INTRODUCTION

In the previous units of this Block we have discussed at length about the development administration. From these units we have learnt the meaning, functions, techniques of development administration. We have also learnt the evolution and causes of growth it. Moreover, from these units we also learnt the relationship between bureaucracy and development administration. Development administration demonstrated faith in a “big government” and the leading role the state should play in development. It was also synonymous with public administration, although it was distinguished from practices in rich countries by “that inconvenient combination: extensive needs, low capacities, and severe obstacles.” It is also known as an offshoot of comparative public administration. Development administration is also defined as that type of administration which is concerned with achieving national development.” Now in this unit let us discuss the relevance of development administration in developing countries.

5.2 OBJECTIVES

Development Administration is administration for development purpose. It is a version of public administration for underdeveloped or developing

nations who want to improve themselves using public administration. Moreover, development administration is also an important aspect of welfare administration. After reading this unit you will be in a position to:

- Discuss the significance of development administration
- Examine its relevance in developing countries

5.3 SIGNIFICANCE/ IMPORTANCE OF DEVELOPMENT ADMINISTRATION

Development Administration' has gained currency only after world War II. It deals with implementation of development policies. Innovative practices to channelize public opinion in the form of policies and programmes are very essential. The domain of development administration is highly connected to developing and under developing countries. Development, connected with industrialization, economic enhancement and infrastructural development, has a surplus area beyond the reality of subsistence level of poor countries.

We already know that development Administration is administration for development purpose. It is a version of public administration for underdeveloped or developing nations who want to improve themselves using public administration. Establishment of “welfare state” is the most important task of development administration. Establishment of “welfare state” is the most important task of development administration. Development is the centre of politics of the so called Third World countries and governments play a key role in national development. Public administration is considered an important mechanism in this development process. Development Administration is an instrumental means for defining, consolidating, and implementing national goals in developing countries. Significance of development administration is can be understood from the functions it performs:

- (1) Achieving security against external aggression and ensuring internal order,
- (2) Establishing and maintaining consensus and the legitimacy of the regime,
- (3) Integrating diverse ethnic, religious, communal and regional elements into a national political community,

- (4) Development of modernizing skills and institutions,
- (5) Efficient management of facilities and services,
- (6) Activating participation in modernizing activities, especially in decision-making rules,

Development administration is innovative in nature. Thus, administrative system which is essentially devoted to attainment of developmental goals, there it need to show greater innovation and creativity as compared to one engaged primarily in the routine administrative activities. With the coming of the concepts of liberalization, privatization and globalization, there came a transformation in the governance system as well.

Thus we can say that with the changes in society there is a grater need of changes in administration. The emphasis on a multi-dimensional development and the administrative inputs in terms of skills, attitudes, behavior etc has demanded a change in the whole structure and approach of development. With the emergence of new nation states, Public Administration as well as its practitioners realized the fact that western model of public administration may not be applicable in the context of new nation states.

Moreover, you should also remember here that the emphasis of development administration has not only brought to light the need for synchronization of political, economic and socio-cultural aspects of development but also the adaptive nature of development administration. Development administration lays stress on developing indigeneous administrative means, procedures, methods and techniques to meet the different challenges and demands of these societies.

Another significance of development administration can be seen from the fact that it promotes democratic spirit in administration by emphasising on people's participation in the management of developmental affairs and processes of social change. Thus the whole concept of development administration has brought newness in ideas, thought, actions in the organization and administration.

Thus from the above discussions it is clear to you that development administration is a bridge between changes in the society and administration particularly in the third world or developing countries. It seeks to fill the gap between developmental needs and administrative responses.

Stop To Consider:

Features of Development Administration :

i). Change Oriented: The most important feature of development administration may be cited as its orientation towards change. As the name connotes it is always for development. Therefore it is against status-quo. It involves itself in establishing a new social order based on growth and distributive justice.

It revolves around socio-economic as well as political changes in the world. It thus stands for structural reorganization of administration.

ii). Goal Oriented: it aims at eradicating the problems of developing societies relating to poverty, injustice, unemployment, unequal distribution of wealth, lop-sided agricultural development, technological backwardness etc. thus it emphasizes on social justice, modernization, industrialization and economic development.

iii) People oriented: It is specifically oriented towards meeting the needs of the common people. It seeks the development of marginal groups, landless farmers etc. by becoming people –oriented, development administration gives priority to the needs of its beneficiaries by preparing and reviewing programmes, policies and activities.

iv). Participation-Oriented Administration: Development administration encourages people to be active to participate in the administrative system. People are not merely recipient of goods and services. They should also express their opinions in formulating policies and take active part in execution of policies and programmes.

v). Innovative administration: it focuses on restructuring the system of organization to meet the needs of changing political environment. Thus, it is dynamic and progressive. It emphasizes on applying new methods, techniques for formulating and executing new policies.

SAQ:

According to you what measures should be adopted in developing countries to make administration more effective?

5.4 RELEVANCE OF DEVELOPMENT ADMINISTRATION IN DEVELOPING COUNTRIES

We all know that developing countries mainly refer to the third world countries. These countries have some unique problems. Most of these countries were under colonial domination for a long period of time. After

Second World War these countries gradually got independence from the colonial rules. Therefore these countries have some common characteristics as well as common problems. Development administration in developing countries takes in to account the following:

- High level of differentiation
- High degree of professionalization
- Great Stress of Training
- A Motivated Work Force
- State of the Art Technology
- Effective Integration
- Sound Regulatory Mechanisms
- Public- Private Partnership
- Participatory Governance
- Indicative Planning
- Higher Level of Integrity
- Responsiveness
- The Innovative Spirit
- Balanced Polity

While discussing the role of development administration in developing countries we must take in to account the fact that these countries are characterized by heterogeneity in the context of environment, structure, behavioral patterns and output of the administrative system of these countries. Again, there are variations in the levels of political, economic, social, cultural and technological development in these countries. These countries mainly include most of the countries of Asia, Africa, and Latin America.

We must remember here that there are diversities in political regimes in these countries. According to Milton Esman there are five political regimes in these countries. They are:

- Conservative oligarchies
- Authoritarian military reformers
- Competitive interest oriented Party system
- Dominant Pass party systems
- Communist Totalitarian states (Esman 1966)

Fainsod has talked about five different systems in developing countries basing on the relationship of bureaucracies to the flow of political authority. They are---

- Ruler-dominated bureaucracies
- Military dominated bureaucracies
- Ruling bureaucracies
- Party state bureaucracies

Development administration in these countries play significant role in policy making. It mainly emphasizes on the areas of education, health, agriculture, irrigation, industries etc. Moreover welfare of women and children are two important areas addressed by development administration. With innovative ideas and many initiatives development administration has addressed these issues effectively in many developing countries.

Development administration in these countries has adopted planning as the key instrument of development. In countries like India, Pakistan, Bangladesh, Sri Lanka administrative set up is established for formulation and implementation of policies.

Emphasis is put on people-centred development with decentralization. moreover, most of these countries have adopted mixed economy for the growth of economy. After independence the state played the role of entrepreneur, regulator, facilitator of economic development. There was huge emphasis on public sector enterprises. But later, when huge investments did not produce satisfactory results there was disinvestments and privatization. Therefore a new era of public-private partnership has emerged.

However, administrative systems in developing countries continue to face problems. The vigilance machinery of these countries needs to be strengthened.

5.5 SUMMING UP:

After reading this unit you have learnt the significance of development administration. From this unit we have learnt that development

Administration is administration for development purpose. It serves as a bridge between changes in the society and administration particularly in the third world or developing countries. We have also learnt that developing countries are engulfed with many problems. The development administration tries to address these problems of these countries very effectively. This administration being dynamic and people oriented keeps on developing new methods and techniques to eradicate the problems of the people and making it more and more participatory.

Check Your Progress:

1. Write a note on the significance of development administration
2. What are the problems faced by developing nations? Discuss.
3. Critically analyze the role of development administration in the developing countries.

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