Institute of Distance and Open Learning
Gauhati University

MA in Political Science

Paper IV
Public Administration

Block 1
Nature, Significance and Evolution

Contents:

Block Introduction–

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Block Introduction :

This block dealing with the origin, meaning, definition, nature, significance and evolution of Public Administration is an attempt to introduce you to the dynamics of Public Administration and its growing importance in a modern country. Public Administration can be defined as the part of administration directed towards the welfare of the people. As we know Public Administration is instrumental for the holistic development of the people in developing countries like India, Srilanka, Pakistan as these countries engage in a massive effort to evade the state of poverty, squalor, disease to reach the level of general happiness and prosperity. Seen in this context, Public Administration operates as the instrument of change and development. It is a great stabilizing force in the society and in this block we are trying to offer you a systematic conceptualization of Public Administration as an academic discipline. The block also concentrates on the various stages of evolution of Public Administration as a separate branch of study. Assessing the role and importance of Public Administration in the changing scenario of modern society, we plan to highlight the views of the leading scholars to offer you comparative perspectives for comprehensive understanding of the topic.

Unit I in this block deals with the concept of Public Administration. This unit is an attempt to enable you addresses the basic ideas related to Public Administration in the context of important definitions provided by scholars. The unit highlights the two different perspectives: integral and managerial and through the elaboration of the perspectives, we can develop proper understanding of nature and scope of Public Administration. The aim of this unit is to introduce you to the dynamics of Public Administration and the difference between Public Administration and Private Administration.

In the second unit, we plan to concentrate on the emergence, evolution and significance of the study of Public Administration**.** The discipline of Public Administration has gained its present status in the academic arena after developing through various stages. Here, in this unit, our aim is to introduce you to the various stages of its development. Moreover, in this unit we will discuss the role of Public Administration in the context of socio-economic changes in a country as well as its significance in modern countries. As students of Political Science, you are already aware of the fact that modern countries aim to achieve holistic development of the society. To fulfill the aim, countries are often transformed into welfare states with the policy directed towards the well being of the entire society. Operating as a stabilizing force in the society, Public Administration is significant as it helps the policy makers in the formulation of goal-oriented policies. The status of Public

Administration is the source of never ending debate in social science and scholars offer different views on its status as science or art. In this unit, we shall address the question of establishing Public Administration as science or art by offering different perspectives on the issue. Hence, the block aims to introduce you to the dynamics of Public Administration and help you conceptualize the role of Public Administration in a modern welfare state.

In this block there are two units:

Unit 1 : Meaning and Definitions of Public Administration

Unit 2 : Evolution and Significance of the Study of Public Administration

Unit –1
Meaning and Definitions of Public Administration

Contents:

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

to the study of Public Administration with emphasis on the distinction between the two forms of administration- Public and Private administration.

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
- *describe* the approaches to the study of Public Administration
- *explain* the significance of Public Administration
- *analyse* the nature and scope 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. 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.

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 Goodnow, 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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1.3.2   New Public Administration

In the earlier sections, we have discussed the classical viewpoint of Public Administration. In the late 60s, a new movement was beginning in USA which was marked as New Administration movement. 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 sought to broaden the scope of the subject by making it conterminous with the total governmental process, i.e. executive, legislature and judiciary.

The younger generation emerged with bright ideas and gathered in the Minnowbrook Conference. This new trend had demanded the primacy of politics in administration. In 1971 a book entitled *Towards a New Public Administration* was published. The book was edited by Frank Marini and was followed by another book, *Public Administration in a time of Turbulence*. This book edited by Dwight Waldo helped to carry forward

the same trend. These books contain the idea of Minnowbrook Conference. They 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 analysits to work for the development of the deprived groups of the society.

To sum up, Public Administration as a discipline is still in the process of establishing its own identity. 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.

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 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 obliviously administrative problems also in connection with the legislative and judicial branches".

According to Marshel 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 highlights 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. Similar to Lindblom's subsequently discussed critique of comprehensive rationality, Simon also 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

(13)

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. "New public management" represents an attempt to reform and the aim is to re-emphasize the professional nature of the field. The emphasis on the professional nature of the field will replace the academic, moral or disciplinary emphasis. Some theorists advocate the differentiation of the professional field from related academic disciplines like Political Science, Sociology and it remains interdisciplinary in nature.

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.

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".

Modern Approach: The modern approach to the study of Public Administration emerges after 1990s with the coming of behavouralist 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. Dhal 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 administratative 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.

1.8 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 exixts various similarities between Public and Private

Administration. To elaborate, we can take the example of the successful operation of private aadministration as manifested in the operation of factories, hospitals, charitable agencies, churches, etc. Here, we can see that the 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, stastics, 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

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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 concerend with purchase, tenders, contracts etc..

Nevertheless, these distinctions are not strictly applicable in present day administration. Now the theory of business concede 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 individually 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 relevane 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

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Unit –2
Evolution and Significance of the Study of Public Administration

2.1 Introduction

In the previous unit 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 obliviously 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. Goodnow 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*, Mooony'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 Challange) (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:

Write true or false:

1. 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)
2. 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 form 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 pave 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 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 is. 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 solution 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.

Stop To Consider:

Growth of New Public Administration with Special Reference to US

New theories of Public Administration in US emerged during the later half of the twentieth century. New frameworks for the study of administration increasingly acknowledge the fact that government is seen by citizens through administrators, front line service deliverers. These employees execute decisions by the elected officials. One such theory, i.e the New Public Management gained popularity in the early nineties. Programmes were implemented and reformed according to the recommendation of Clinton Administration (1992-2000). After Clinton, Vice President Al Gore's efforts and strong leadership during the "National Performance Review"(NPR) spearheaded the effort. Gore and the NPR operated with the main criteria of government effectiveness, efficiency, and reduced cost. A private sector mentality pervaded in administration.In *Reinventing Government*, David Osborne and Ted Gebler (1992), describe the following ten new features of government as emphasized in New Public Management:

1. "Catalytic Government: Steering Rather Than Rowing
2. Community-Owned Government: Empowering Rather than Serving

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3. Competitive Government: Injecting Competition into Service

4. Mission-Driven Government: Transforming Rule-Driven Organizations

5. Result-Oriented Government: Funding Outcomes, Not Inputs

6. Customer-Driven Government: Meeting the Needs of the Customer, Not the Bureaucracy

7. Enterprising Government: Earning Rather Than Spending

8. Anticipatory Government: Prevention Rather than Cure

9. Decentralized Government: From Hierarchy to Participation and Teamwork

10. Market-Oriented Government: Leveraging Change Through the Market".

Thus we find that, a new era in Public Administration has emerged where modern concepts are used part of administrative structure.

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.

Hence, 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.

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 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 envirnments 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.

2.12 Significance of Public Administration

We have already learnt that with the passage of time, Public Administration reaches to the stage of maturity. Now Public Administration deals not only with the governmental affairs but also with the affairs of private organizations. In the previous unit, we have addressed the role of Public Administration in a country. Especially, in a developing country, Public Administration is the way to achieve the goals of holistic development. Recognising the significance of Public Administration, W. Wilson, Taylor, Fayol develop the principles of administration for universal application. 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 the previous unit, we have discussed that a government has two elements-temporary and permanent. We also know that although government often changes, administration does not change on a regular basis. The administration of a country is changed only in an extreme situation. To explain, we can cite the example of Indian Administration. After the independence, India opted for democratic system of Government modelled on British administration prevailing in India before independence. It provides an element of continuity between the old system and the new one. Scholars like Waldo argue that Public Administration also acts as a preserver of civilization and it is an instrument of social changes and improvement.

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. The formulation and execution of plan requires the skillful 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.

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 turbulance, 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 can not 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.

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Institute of Distance and Open Learning
Gauhati University

MA in Political Science

Paper IV
Advanced Public Administration

Block 2
Administrative Theories

Contents:

Block Introduction–

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Block Introduction:

In this Block we shall examine the theories of administration in organizations. Administration generally involves co-operative efforts by a number of people to achieve certain purposes. Administrative organization refers to the framework within which the employees or personnel are arranged in order to achieve or accomplish the goals of administration. Organization is a basic need of administration and "theory" is a set of idea for explaining and understanding a particular situation. This block on administrative theories deals with four major theories of organizations. Here, in this block we shall discuss Scientific Management theory of F.W. Taylor, Human Relations Theory of Elton Mayo, Bureaucratic theory of Max Weber, and Ecological theory of Riggs in detail.

In unit 1, we shall discuss the Scientific Management theory of Organization propounded by F. W. Taylor, an American mechanical engineer and a management consultant. Unit 1 deals with Taylor's contribution towards increasing efficiency in Administrative Organizations with the help of his Scientific Management Theory. This theory replaces the out-dated models prevailing in the Organizations in his time. This theory provides a new dimension to administrative thought and practice by emphasizing the importance of efficiency and economy in administrative organization. This Approach has contributed towards the growth of a new administrative and managerial culture, and has helped in the standardization of the work procedures and improvement of working conditions in the factories.

Unit 2 deals with the Human Relations Theory propounded by Elton Mayo. In this unit we shall discuss the Hawthorne Experiments carried out by Elton Mayo and his group. Here an attempt is made to find out the aspects of behaviours such as, self control and willingness to listen which can help in motivating people to work. The unit gives you an idea of how individual behaviour influences production and helps in achieving the goals of an organization.

In Unit 3, our attempt is to deal with the Bureaucratic Theory of Max Weber a prominent German Sociologist famous in the field of Public Administration for his systematic analysis of 'Bureaucracy'. In this Unit we shall discuss the influence of Bureaucracy in Administration. This unit is an

attempt to give you an idea of the power control tandem in organized situations and how an efficient and committed bureaucracy helps in achieving common goals and objectives of an organization.

In Unit 4, we shall discuss the Ecological theory of F. Riggs. Ecology is a concept which tries to understand man in relation to his environment. Here we shall discuss the influence of environment in Administration. This Unit is an attempt to find out the inter-relationship between a system and its environment. This unit is particularly relevant for understanding administration in developing countries, because the earlier theories are developed in relation to administration in the developed countries of the West. This in turn can help in enriching comparative studies of administration in different countries.

Thus, this block dealing with the administrative theories of organization helps us to analyse the organization from different perspectives and to find various ways to improve efficiency in administration.

In this block we have the following four units.

> **Unit 1 :**   Scientific Management Theory
>
> **Unit 2 :**   Human Relation Theory
>
> **Unit 3 :**   Bureaucratic Theory
>
> **Unit 4 :**   Ecological Theory

Unit 1
Scientific Management Theory

Contents

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 phenomena. 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.

S A Q

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 ineffiency. 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.

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 adhocism and 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)

....

....

....

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.

So, 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.

(14)

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.

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 does 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 heave 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.

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Links:

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

* * *

Unit-2
Human Relation Theory

Contents:

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 regarded as the founder of both the Human Relations Movement and of Industrial Sociology, 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 Agyris 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 price 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 constitutes 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 leveled 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,

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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.

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.

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Unit 3
Bureaucratic Theory

Contents:

3.1 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.

3.2 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

3.3 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 firs 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 functionaries 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 references to the different types of authority are-

- **Traditional Authority**:-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.

- **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.

- **Legal – rational Authority**:-Weber's third type of authority system is legal-rational authority with Bureaucracy forming the kernel of the administrative system. 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.

SAQ

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

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3.3.1 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 3.3.3. 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.

3.3.2 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.

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.

3.3.3 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

3.4 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 Bennie 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.

3.4.1 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-bureaucratisation 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)

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3.5 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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Unit 4
Ecological Theory

Contents:

4.1 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 unit. Riggs' Ecological Theory has contributed in the enrichment of comparative administrative studies in the developing countries and we will examine this theory in detail.

4.2 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 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

4.3 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 rule 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.

4.3.1 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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....

4.3.2 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 societies 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.

4.3.3 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. He 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.

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

(58)

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 sala 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, sala 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.

4.3.4 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.

4.4 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.

4.4.1 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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4.4.2 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.

4.5 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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Institute of Distance and Open Learning
Gauhati University

MA in Political Science

Paper IV
Public Administration:
Theories and Concepts

Block 3
Administrative Process

Contents:

Block Introduction–

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Block Introduction:

This block is an attempt to introduce you to the administrative process in terms of administrative organization. The administrative process includes communication, co-ordination, leadership, and motivation and all these processes play a vital role in organizations. These four processes are directed to ensure efficiency in the administration and maximization of productivity. These are also concerned with the establishment and improvement of relationship between managers (chief executive) and the subordinate officials as well as the employees. Administration is a group process where the contribution of the people in the form of works or actions helps to achieve the organizational goals. In this context a guide is needed to ensure effective communication and co-ordination. Moreover, the first task of leaders is to motivate the subordinates for better performance. Hence it can be said that the administrative processes are the four pillars of success for an organization. Here in this block we shall discuss the meaning and definitions of communication and its importance and significance. This block also deals with the process of co-ordination. Here we shall also discuss the role of leadership in organization along with the role of motivation as a factor to maximize the productivity of organization and bring efficiency. We also plan to deal with the different theories relevant for understanding the above mentioned concepts.

Unit 1 deals with the concept of communication. We all know that in administrative organization communication is the 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 with the different aspects of communication.

Unit 2 deals with the process of co-ordination. Like communication, co-ordination also plays a vital role in an organization. This unit helps you to understand the role of effective co-ordination in bringing efficiency in organization. The unit also deals with the different aspects of co-ordination.

〔3〕

Unit 3 deals with the concept of leadership. Leadership is regarded as the core factor for coordinating and communicating with the employees. The leader guides the organization from the front. In this unit we shall discuss the concept and role of leadership in organization in terms of relevant theories.

Unit 4 of this block deals with another important aspect of administration, i.e. motivation. Motivation is the process by which workers are intended to do something. Success of an organization depends on the ability and capacity of its leaders to motivate his employees. In this unit we shall discuss the role and importance of motivation in organization from different perspectives along with the problems associated with it.

Thus, this block deals with the four administrative processes and the units are meant to develop your understanding of the administrative processes which are vital for organizational success.

This block has four units:

    Unit 1: Communication

    Unit 2: Co-ordination

    Unit 3: Leadership

    Unit 4: Motivation

Unit I

Communication

Contents:

1.1 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, 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.

1.2 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 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

1.3 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.

1.4 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 communication. Let us discuss these two kinds of communication

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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 received 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. Thus, 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.

1.5 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. Audiovisual

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.

Audiovisual 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 attaining 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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1.5.1 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 Cnsider:

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.

1.6 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)

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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.

- **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
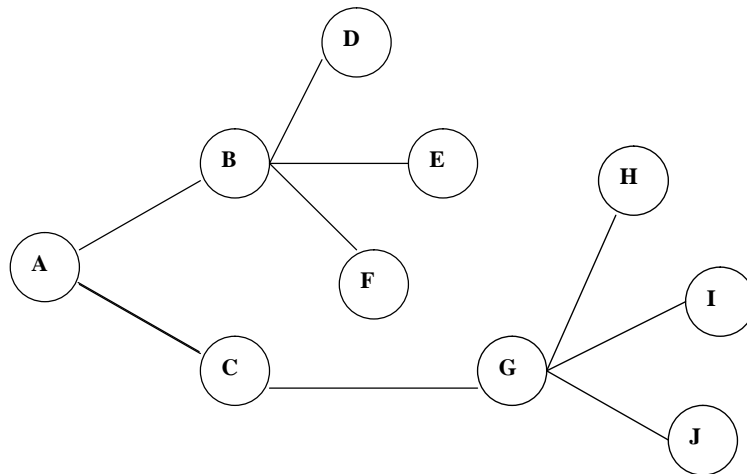
SAQ

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.

STOP TO CONSIDER:

Difference between Formal and Informal Communication

Formal Communication	Informal Communication
1. It works slowly	1. It works y rapidly
2. It is deliberate and planned	2. It is spontaneous
3. It is written	3. It is oral
4. It is oriented towards routine events	4. It is oriented toward informal events
5. It is controlled by the management	5. It is controlled by the employees
6. It is authentic	
7. It is rigid in nature	6. It is not authentic
	7. It is flexible in nature

1.6.1 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 theses 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.

1.7 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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1.8 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 discus the barriers or hindrance of communication.

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

b) Ideological Barriers: This view is put forwarded 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.

1.9 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 neighbors 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.

1.10 References and Suggested Readings

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Unit 2
Co-ordination

Contents:

2.1   Introduction:

Co-ordination is the first principle of organization as well as the basic component of management. It includes within itself all the principles which are subordinate to it and through which it operates. Co-ordination is thus important for modern administration. In general, co-ordination means making all parts of an organization work harmoniously, without conflicts to achieve the definite goal. It can be said that that co-ordination is a means and not an end in itself. In the words of Newman, "it is not a separate activity but a condition that should permeate all phases of administration." Co-ordination is often regarded as the epitome and essence of the entire range of functions related to administration. Each of the functions related to administration -planning, organizing, staffing, directing and control is an exercise in co-ordination. In this unit we will try to give you an idea of co-ordination. We shall also discuss the importance of co-ordination in administration as co-ordination is the first principle of administration. The unit also deals with the problems related to co-ordination.

2.2   Objectives:

Co-ordination can be understood as the attempt to optimize the coherence and consistency of political decisions as well as policy implementation. After reading this unit you will able to

- *discuss* the meaning and definition of co-ordination
- *analyze* the importance of co-ordination
- *describe* the problems associated with the coordinating process

2.3   Meaning and Definition of Co-ordination:

Co-ordination is an administrative activity where every employee is involved, directly or indirectly. It is basically a function of a general nature though it may be fulfilled by an amateur or a technician while performing a general role. Co-ordination can follow in vertical or horizontal lines. In public organizations authority should be responsible as a rational balance between authority and responsibility will help to preserve the functional equilibrium of an employee in the organization. Hence, co-ordination involves the exercise of power by the authority following hierarchy. Co-ordination also helps to co-ordinate the various levels of organization into a whole.

Co-ordination has both positive and negative connotations. Negatively, co-ordination means the removal of conflicts and overlapping in administration. Seen in the positive context, it means the fostering of a spirit of co-operation among the workers of an organization. Different writers have offered different definitions of co-ordination from different standpoints. Some of the definitions of co-ordination are given below:

According to Newman co-ordination is "the orderly synchronization of efforts to provide the proper amount, timing and directing of execution resulting in harmonious and unified action to a stated objective."

According to L.D.White "co-ordination is a process causing disjunctive elements to a concentration on a complex of forums and influence which cause the mentally independent elements to act together."

Charles Worth defines co-ordination as "the integration of several parts into an orderly whole to achieve the purpose of the understanding."

According to Mooney "co-ordination is the orderly arrangement of group effort to provide unity of action in the pursuit of a common purpose".

Sukler Hudson opines "co-ordination is the all important duty of interrelating the various parts of the works."

Dimock and Dimock stated that "co-ordination is placing the many aspects of an enterprise in proper position relative to each other and to the programme of which they are a part; it is harmoniously combining agents and functions towards the achievement of a desired goal".

Marry Parker Follet defines co-ordination as the "reciprocal relating of all factors in a situation" and goes on to amplify it as "you cannot envisage a process accurately by thinking of 'A' adjusting himself to 'B' and to 'C' and to 'D'. 'A' adjusts himself to 'B' and also to a 'B' influenced by 'C' and to a 'B' influenced by 'D' and to a 'B' influenced by 'A' himself….. and so on and so on. This interpretation of every part by every other part, and again by every other part as it has been permeated by all should be the goal of all attempts at co-ordination."

On the basis of the above definitions, the following features of co-ordination may be noted:

a) Co-ordination is applicable to group-efforts. It involves the adjustment of group-efforts because an individual working in isolation does not affect the function of the organisation and the need of co-ordination does not arise.

b) Co-ordination is a continuous and dynamic process. It is a continuing problem which has no final solution.

c) Co-ordination emphasizes unity of efforts which is the heart of co-ordination process. It integrates the individual efforts with the total process.

d) Co-ordination is the responsibility of the executive.

e) Co-ordination has a common purpose of achieving organizational objectives.

Hence we can summarize co-ordination as the effort to make all the parts of an organization to achieve the defined goals without duplication, gaps and conflicts. To explain, we can take the example of the assembling of a watch and the rowing of a boat. Perhaps an orchestra represents the nearest perfection of co-ordination. Every organization has two kinds of objectives, external and internal. The former varies from organization to organization, e.g. defense in case of the army, law and order in case of police and instruction of people in case of educational organization. The internal objective of co-ordination lies in making the organization work harmoniously and efficiently. In some organizations like the army, the external objective is not pursued continuously but the internal objective i.e. the coordinated functioning of the military machine is constantly pursued through drill, exercises etc.

SAQ

Critically examine the definitions of co-ordination. (50 words)

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2.4   Need of Co-ordination:

We have already learnt that co-ordination means making all the parts of an organization work harmoniously without conflict to achieve the defined goals. However it may be noted that co-ordination is a means and not an end in itself. It is needed not only to secure teamwork and co-operation but also to prevent conflicts that may arise in the working of an organization.

The need for co-ordination arises from the natural tendency of the members of any large group. The members can drift away in different directions giving

rise to conflicts. Three causes of such conflict deserve our attention. The first conflict or overlapping in the work of the employees or units of an organization may arise from ignorance of one another's activities. Without knowing what is being done, one unit may unwillingly duplicate the latter's activity or may take a decision leading to conflict. Secondly, there is a tendency among the persons in charge of particular functions or activities to attach importance to their own work at the cost of neglecting the needs of others and make encroachments in the latter's sphere. The third cause of conflicts is the greed for power and importance which characterizes the heads of organization, especially the more pushing and vigorous ones. They indulge in empire building and constantly seek to expand the empire of their own organization by adding to it new activities thereby intruding into the jurisdiction of other organizations.

Co-ordination is thus essential for improving organizational efficiency; it may take two forms – (i) co-ordination of various activities and (ii) co-ordination of individuals. Thus the need of coordination is visible in the organization. Let us discuss the reason for the need of co-ordination in an organization.

a) To prevent overlapping, conflict and constant inter-departmental friction. Under the nonfunctional system of classification of governmental department, the building of a house demands a sense of confidence and cooperation among the employees and here co-ordination plays an important role. For example, the planning department will clear the site, the commerce department will supply material, and the labour department will provide labour, while the housing department will construct the building. In such an arrangement, the occurrence of inter-departmental dispute is surprising as a sense of co-ordination characterizes the organization.

b) To enable the employees to take a broad overview of administration instead of a narrow departmental one; and

c) To see that the right people and right resources are available in the right quality in the right circumstances at the right time.

According to Graves, essential factors of co-ordination are: (i) Familiarity with the work of other agencies, (ii) Informal acquaintance, (iii) Physical Proximity, (iv) A specific objective, (v) The desirability of a limited number of participants.

Thus, it can be said that co-ordination is needed not only for team work and co-operation but also to prevent conflicts that may arise in the working of an organization. Mac Forland suggests four ways of achieving effective co-ordination. These are:

- Clarifying authority and responsibility. This will reduce overlapping and duplication of work.

- Checking and observation. It is also a procedure of control whereby the executive can compare between actual activity and desired activity. Records and reports help the executive to detect the spots where interrelations of the units are lacking.

- Facilitating effective communication. Effective communication process helps in clarifying authority and observing the co-ordination which exists. Here the effective coordinating devices are the use of committees and the techniques of group decision making.

- Co-ordination through leadership. Top administration must assert its leadership role and without this nothing of coordinative value will occur.

The degree of effectiveness of co-ordination can be judged by the following criteria:

a. It is timely and extends in a balanced fashion to all parts of the organization, and operates horizontally as well as vertically. Marry Parker Follet suggests: (a) It must be a continuous process; and (b) It must be direct between the persons immediately concerned;

b. It must start at the onset of the activity.

2.5 Hindrances in the Way of Co-ordination:

The vast and expanding activities of the government, the widening of the span of control, the complex nature of work and the lack of delegation on the part of the high officials in administration make effective co-ordination difficult.

Co-ordination can be affected automatically or deliberately. The human organism is the best example of automotive co-ordination. Co-ordination in the human body is, however, centralized in the brain which accomplishes it through 12,000 million cells. For co-ordination in administration the highest authority should be aware of all the activities and happenings in the

organization. However, such situation is possible in small scale organization as it can personally know and control everybody working. In a big organization this is impossible to achieve as the span of attention and control of everybody is limited.

Where co-ordination is meant to be arranged deliberately, it is to be done by one of the two methods, viz. coercive or voluntary. Voluntary co-ordination is to be given preference over coercive or compulsive co-ordination. If the former fails, the latter will have to be resorted through a common superior authority. But in spite of having different methods of co-ordination, sometimes it is not always possible to apply them. These difficulties can be regarded as hindrances to effective co-ordination. According to Luther Gullick, some of the difficulties arise from (i) The sense of human Mortality as to the behaviour of individuals and of people; (ii) The lack of knowledge, experience, wisdom and character among leaders and their confused and conflicting ideas and objectives; (iii) The lack of administrative skill and technique; (iv) The vast number of variable involved and the incompleteness of human knowledge, particularly with regard to men and life; and (v) The lack of orderly methods for developing, considering, perfecting and adopting new ideas and programmes. To these, Seckler-Hudson adds four more, namely, "size and complexity, personality and political factors, the lack of leaders with wisdom and knowledge pertaining to public administration and the accelerated public administration of international dimensions." In short, the hindrances to co-ordination are the enormous growth in the size of public administration, the growing trend towards creating new demands, the tendency on the part of the subordinates to avoid work, rapid proliferation of government departments and agencies, ambiguity in defining the span of control etc. etc.

These are, however thinkers who do not deplore the lack of co-ordination; they, in fact, welcome it. Thus, Harlan Cleveland, till recently Dean of the Maxwell school at Syranse University (U.S.A.) has challenged the desirability of structuring an organization for full coordinated smoothness in function. His 'tension theory' suggests that there should be deliberate

planning. But the arguments, situations and hindrances to co-ordination must be removed for the interest of the effective working of an organization.

Means of Coordination:

Now, after discussing various hindbrains, generally one question arise—how to co-ordinate? It is very difficult to established effective coordination due to the above mentioned hindrances. It is pertinent to mention here that through some means organizations are trying coordinating effectively. However, means of co-ordination are many and varied. In fact, bulk of co-ordination is any organization is secured voluntarily by mutual adjustment and agreement. Following are the techniques of voluntary co-ordination—

a) **Conference:** Co-ordination can be affected through conferences which may be inter-departmental or intradepartmental.

b) **Through Reference Consultation and Clearance:** It is generally employed in government secretariats and departments for coordinating their day to day activities.

c) **Institutional or Organizational Devices:** Inter-departmental committees, co-ordination affairs, planning commissions or boards may be considered in this regard to secure exchange of ideas.

d) **Standardization of procedure and methods:** It ensures that every worker in the organization will act in the same way under similar situations.

e) **Decentralization of activities:** Such an ideas in fact is adopted by large business enterprises having large and complicated activities.

f) **Ideas and Leadership:** Stimulating leadership and encouraging ideas can also enthuse workers to work unitedly and thus create a sort of spirit de corps among them.

g) **Verbal and written communication:** Through this method, information and ideas are chamelised down, up and aeron the chain of command.

h) **Centralized House Keeping Agencies:** Accounting and audit service under the Auditor-General, supplies under the Director General of supplies etc are the house keeping agencies through which co-ordination can be effected.

i) **Finance Ministry:** The annual budget which is pursued through Finance Ministry, co-ordinates the resources, expenditures and programmes of the government.

j) **Informal Methods of Co-ordination:** Besides the formal one, certain informal methods are there as well. For example: (i) Through Personal Contacts, (ii) Dinners, lunches, tea and cocktail parties, (iii) A disciplined party system etc.

Stop To Consider

Types of Co-ordination:

Co-ordination can be two types:

1. Internal or functional which is concerned with the co-ordination of the activities of the individuals working in an organization.

2. External or structural which is concerned with coordinating the activities of different organizational units.

Both type of co-ordination are affected horizontally and perpendicularly. Horizontally co-ordination establishes inert relation between one employee and another, between one section and another. Perpendicularly, co-ordination is established between one employee and his officer, between officer and his next subordinates and so on, one section and a branch and so on.

Check Your Progress

1. Fill up the blanks:

a. Co-ordination affects the quality of ——————— made in an organization.

b. Co-ordination is a process causing disjunction elements to a concentration on a complex of ——————— and influence.

c. The External objects ———————— from organization to organization

2. Discuss critically the various means of Communication.

3. Explain the hindrances in the way of co-ordination in organization.

2.6 Summing up

After going through this unit now you are able to understand that Co-ordination is the centripetal force in administration. It can be achieved through formal and informal means. It is a necessary precondition of all successful management especially in government administration characterized by multiplication of the tasks of government organizations and its many agencies. The purpose of co-ordination is to achieve harmony, unity of ideas and action and avoidance of conflict. The construction of an organization does not automatically secure co-ordination. Sometimes a defective organizational structure may aggravate the problem of co-ordinations. Co-ordination becomes difficult, for example, in a disintegrated organization and is greatly facilitated in an integrated one. To conclude we may agree with Dimock that "Once the goals of the programmers have been set, its plans and policies determined, money provided, organization tailored to the need, personal assigned, directions given, delegations determined and supervision provided for, then co-ordination is the means of learning all of these factors together in an interlocking relationship, and control is the technique whereby all are checked and kept on the track toward the goals that were set in the first place. Co-ordination is the active means by which a blend is secured, control is the analytical method by which the blend is regularly tested and evaluated. Thus co-ordination and control close the circle in the administrative process."

In conclusion it can be said that co-ordination plays prominent part in affecting the overall activities of the organization without which collective action will fail to achieve direction and perfection.

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Unit 3
Leadership

Contents:

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.

(39)

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 programmers 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 definite 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 Emest 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 *Arthashatra* 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' Donnel

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 theses traits or abilities they try to differentiate a leader from his followers. Handy identifies three such traits, as

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.Robons 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.
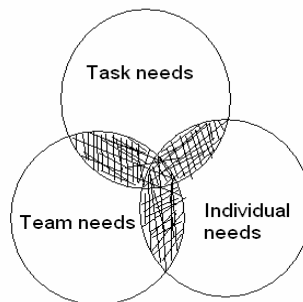
The above diagram shows the interrelationship between the needs as mentioned by Adair.

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.

(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.

(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 form 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)

. . . .

. . . .

. . . .

. . . .

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 coast, 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 moist 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.

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Unit 4
Motivation

Contents:

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.

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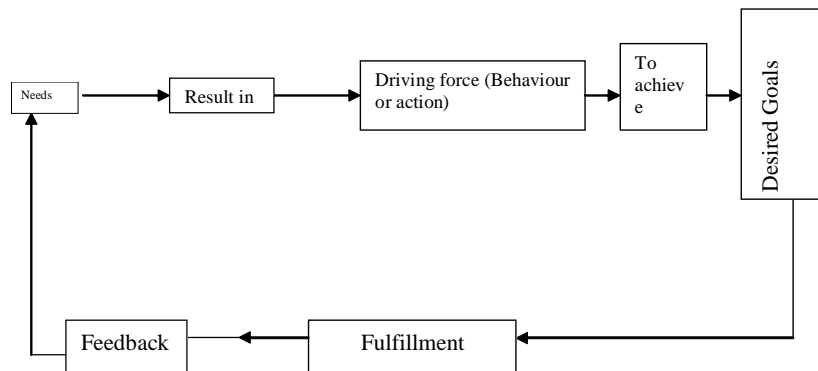
From the above discussion, we can explain motivation as a driving force within individuals by which they attempt to achieve some goals assigned to fulfill some need or expectation. It involves goals and ambitions, recognition, and achievement. These in turn can be described as the need for success, the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

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 posses 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 peoples 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.

Level of Needs
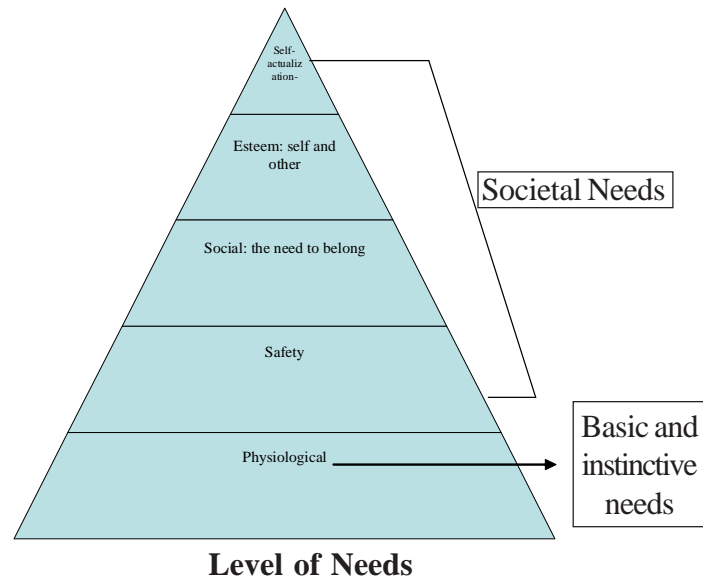
However, the hierarchy of needs is not always followed in a rigid pattern. There should be reversal and substitutions and the needs depend on the strength of the individual.

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.

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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.

Form 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 Y, 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: ADD

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.

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 reinforces 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 my 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.

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 employers. But now the basic problem is that the employers are not interested to works. 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)

. . . .

. . . .

. . . .

. . . .

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.

Stop to Consider:

Motivation Process
Felt needs

Inner drives

Wants /Tension

Action/ Behaviour

Goal /Satisfaction

Reinforcement

Gives rise to Causes

Gives rise to Achieve

Rise to Provide

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.

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Institute of Distance and Open Learning
Gauhati University

MA in Political Science

Paper IV
Public Administration: Theories and Concepts

Block 4
Contemporary Issues

Contents:

Block Introduction–

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Block Introduction:

With the initiation of welfare activities, the role and the functions of the states are increasing. The activity of a state has been extended to cover all the dimensions of human activities. But the administrative inefficiency in the form of delays, red-tapism, and lethargy are also increasing and operating as hindrance in the enjoyment of a person's natural rights. Now, corruption is the basic problem of administration and government of any country. In this block we are going to study the various aspects of governance and human rights. We all know that public relations are an important aspect of contemporary administration as in a democratic set-up of government as the government is accountable to the public for its conduct. So, maintaining good public relation in a democracy is regarded as an essential attribute of the government. This block is an attempt to introduce you to the dynamics of public relations in terms of the meaning and the nature of public relations. Moreover, it will attempt to deal with the significance of public relations in administration. We all know that due to the expanding tasks of the government, the officials and the legislatures are endowed with enormous powers. As a result there is a chance of misuse of these powers for private gain rather than public. So, there is an urgent need of an effective mechanism to control or watch carefully and impartially the works of such personnel. In this block we are going to discuss the role of Ombudsman as the mechanism to redress public grievances in different countries. As the modern countries are increasingly adopting the welfare principles, accountability has become a topic of concern in governance literature. Accountability means being able to provide an explanation or justification and accept responsibility. In this block we shall critically analyze the concept of accountability, its importance and significance in administration. Thus this block is an attempt to introduce the contemporary issues of administration which are very important for enjoying one's natural rights and making government accountable to the people in four units.

Unit 1 discusses the importance of good governance and human rights in the modern scenario. In this unit, we shall discuss the various aspects of governance as well as human rights. Here an attempt is made to introduce the relationship between governance and human rights. It will also make an attempt to analyze how the protection of human rights is intricately related with good governance.

Unit 2 deals with the significance of public relation in administration. We all know that in a democracy maintaining good public relation is regarded as an essential attribute of the government as it is the public who makes the Government. Public Relation has to play an important role in removing misunderstandings of the public about the policies of the government. However it is very difficult to establish an effective relation. In this unit we shall analyze the different problems that affect public relations as well as various means involved in public relations.

Unit 3 aims to discuss with the mechanism to redress public grievances. We all know that with the initiation of welfare activities, the role and the functions of the states has been increasing basically in the management of public affairs. The process is accompanied by different ways of malpractice of administration by the public officials as well as the legislatures. So, we need an impartial and effective mechanism to check the powers of such personnel. In this unit we shall discuss the Swedish system of Ombudsman as the mechanism to redress public grievances and its role and position in different countries.

Unit 4 deals with another important topic of concern i.e. accountability. Accountability is is one form of administrative behaviour where public officials remain obliged to the rules and regulations and should be responsible for their work to the people. Accountability is essential to achieve organizational or social goals. In this unit we are going to analyze the different aspects of accountability and its limitations.

Thus this block aims to help you understand different aspects of government to make the government responsible and the ways and means to protect

our natural and human rights in relation to good-governance in the following four units:

Unit 1 :   Governance and Human Rights

Unit 2 :   Public Relations

Unit 3 :   Ombudsman

Unit 4 :   Accountability

Unit 1
Governance and Human Rights

Content:

1.1   Introduction

Among all the creatures created by the Almighty, only human beings are endowed with intellect and reasoning power. This reasoning and judgment power distinguishes them from other living organisms. It is due to this that human beings started living in an organized society where they enjoy certain basic and inalienable rights, which are not enjoyed by other living organisms. These rights are necessary for safeguarding human dignity and status and also necessary for their all round development of personality and progress. However, the mere existence of these facilities is not enough. There is the utmost necessity of machinery or a system to protect and promote these rights. This machinery which protects these rights against encroachment by other fellow human beings and the system of government which maintains law and order situation is called Governance.

In this unit, attempts will be made to introduce you to the various aspects of governance and human rights. First, you will be introduced to the meaning and nature of governance and human rights. The unit will also try to trace

(7)

the relationship between human rights and governance. Besides, it will also make an attempt to analyze how the protection of human rights is intricately related to good governance.

1.2   Objectives

In the modern times, no state can ignore the importance of human rights. Moreover, good governance is always associated with ensuring human rights. After reading this unit you will be able to:

- *understand* the meaning of human rights and Governance, particularly Good Governance.

- *trace* the relationship between human rights and Good Governance.

- *examine* the importance of human rights and Good governance in present day society.

- *analyse* how the subject matter of protection of human rights has become a national as well as international concern.

1.3   Meaning and Nature of Governance and Human Rights

We are aware of the fact that man being a social animal cannot live in isolation from the society. However, individuals in a society have conflicting interests. In such a situation, the absence of a system of control to regulate human behaviour will lead to anarchy or disturbance. Through governance, peace and order can be established in the society. In this section we shall discuss the meaning and nature of governance.

1.3.1 Meaning and Nature of Governance

The system of control which regulates the individual and collective behaviour of people inhabiting a certain territory is known as Governance. Thus, Governance is the process through which decisions are made in a society.

It is also the process by which these decisions are implemented. It is through governance that law and order is maintained in a society, enabling people to enjoy security, order and liberty. However, with the passage of time, the concept of Governance also underwent tremendous changes. Previously, there was 'Police State' and governance was only concerned with maintenance of law and order. But, in modern times, with the coming of the concept of 'welfare state', the range and scale of governance and functions of government has increased manifold. Now-a-days, 'governance' has become a wide connotation, embracing so many wide ranging activities—decision-making, communication, control and co-ordination etc. Moreover, with the rise of complexities in life, people are no longer happy only with 'governance'. They need 'good governance'. We will discuss about 'good governance' in the succeeding paragraphs.

We should remember here that today, the term 'governance' implies more and more involvement of government in the regulation of public affairs and the supply of commodities and services for the benefit of the people. This is more particularly true of the developing countries, where 'governance' has a very crucial role to play in bringing about radical socio-economic changes. However, mere expansion of the government's activities is not enough; it must be matched by efficient management of the public sector. However, experience shows that allegations are often heard that money is not well spent on government projects; or when funds are spent, the results are not commensurate with investments. We all have come across such news very often that public money has been misused and funds are not utilized for the benefit of the common people. There are frequent complaints of administrative red tape, delays and corruptions. It is in this connection that people are now-a-days, giving more emphasis on 'good governance'.

It is in this connection that we must study the six-fold classification of government activities by Peter Self, which are as follows:

- Public utilities such as electricity, railways etc.

- Social services such as education, health etc.

- Scientific and technical services such as research and development in science and technology, agriculture etc.

- Military and paramilitary services such as defense, police etc.

- Basic powers of regulation and assistance such as regulation of competition, regulation relating to safety and health of industrial workers etc.

- Overall planning of the economy, the environments and social welfare.

So from the above discussion, it is clear that 'governance' now-a-days means wide ranging activities. Some of these lead to the production of concrete measurable outputs such as water supply, roads, irrigation and so on. Others are maintenance and regulatory functions. Law and order maintenance, licensing, public health regulations are a few examples of such functions.

Desmond Keeling, in his book, *'Management in Government'* suggested a three-fold classification of the tasks of government. In the first category, the administrative tasks call for quasi-judicial attitudes and methods. The diplomatic tasks, a second category, involve reconciliation among a number of diverse goals. The third category embracing the management tasks requires the most efficient use of resources.

1.3.2 Meaning and Nature of Human Rights

Coming to the meaning and nature of human rights, we have already discussed in the introduction that human rights are those very basic rights which are essential for all round development of personality of all the individuals. Harold J. Laski has rightly said that rights are those conditions of social life without which no man can develop his innate potential to the fullest.

D.D. Basu defines human rights as those minimum rights which every individual must have against the State or other public authority by virtue of his being a member of human family, irrespective of any other consideration.

According to UNESCO's publication '*Human Rights*' (1996) certain rights are moral claims which are inherent in all human individuals by virtue of their humanity alone. These claims are formulated in what we today call human rights. These have been translated into legal rights, taking in to account the new developments at both national and international levels.

We must remember here that these rights being the birth rights are to be enjoyed by all the individuals, irrespective of any other considerations.

In order to understand properly the meaning and nature of human rights, we will have to know about the evolution of the concept of human rights. The concept of 'Human Rights' is as old as the civilized life of mankind. The roots for the protection of the rights of man may be traced back to the Babylonian laws, Assyrian laws, writings of Plato and other Greek and Roman philosophers etc. However, the present day human rights movement is the result of the shocking experiences of the World War II. During the War, shocking crimes were committed against humanity and there was a total suppression of fundamental human rights. Thus, there was proper and systematic articulation of the concept of 'human rights' only after the World War II.

Though the concept of 'human rights' is systematically articulated only after 2nd World War, but at the same time it is true that the subject of human rights is an old one. The subject of protection of human rights was there under the ancient vedic literature of ancient India, in the teachings of Louis and Confucius of ancient China, civil laws of Roman jurisprudence etc. Also, the Doctrine of Natural Rights, Magna Carte, 1215, Petition of Rights, 1625, Habeas Corpus Act, 1679, Declaration of American Independence, 1776, Human Rights Declaration of French Revolution, 1789, American Bill of Rights, 1791 have contributed much to the development of the concept of human rights.

After the establishment of the United Nations Organization (UNO), we find a lot of provisions for protection of human rights under the United Nations Charter. Article 1(3), Article 13(16), 55C, 62(2), 68 of UNO charter contain lots of provisions for protection of human rights.

Again, International Conferences were held from time to time for the protection and promotion of human rights. For example, to deal with the problems of women, four international conferences have been convened under the auspices of the United Nations and to deal with the problem of racial discrimination, the World Conference against Racism, Racial Discrimination, Xenophobia and related Intolerances was held in 2001. Also, other conferences were organized from time to time to discuss other issues of human rights such as minorities, racial discrimination, crime, population and development, social development and torture. In addition to the above discussed conferences, two other important conferences were held in order to protect human rights. These are—International Conference on Human Rights (1968) and the World Conference on Human Rights (1993). The former is also known as Tehran Conference, 1968 and the later is also known as Vienna Conference, 1993.

Regional Conventions are also there for the protection and promotion of human rights. 'Region' means an area embracing the territories of a group of States. These Regional Agencies were established for the promotion and protection of human rights. They are: — European Convention on Human Rights, the American Convention on Human Rights and the African Charter on Human Rights and People's Rights.

Even the Non-Governmental Organisations (NGOs) are now-a-days playing a very crucial role for protection of human rights. Two leading NGOs, playing very important role in the field of human rights are – Amnesty International (AI) and Human Rights Watch.

Coming to our country i.e., India, it is pertinent to observe that Indian Constitution under Part-III (Fundamental Rights) and Part-IV (Directive Principles of State Policy) contains lot of provisions for protection of human rights. Some examples are—Articles 15, 16, 19, 20, 21, 23, 24, 39, 45 etc. Recently, a Fundamental Right to Education has been incorporated under the Indian Constitution under Act. 21A, which makes education for 6-14 years old a fundamental right within the meaning of Chapter III of the Constitution.

In addition to these, for the protection of human rights, there are Human Rights Commissions in India. Under the protection of Human Rights Act, 1994, National Human Rights Commission (NHRC) and the State Human Rights Commissions in the states have been set-up for protection and promotion of human rights.

SAQ:

1. Do you think that human rights are necessary for development of individual personality? How? (60 words)

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2. Do you think that Human Rights Laws are giving proper protection to Indians? Give reasons for your answer. (60 words)

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1.4   Relationship between Human Rights and Governance

There is a very close relationship between human rights and governance, particularly good governance. Actually, both in the national as well as international level, there is no dearth of piece of legislation for the protection of human rights. Attempts have been made from time to time, in different countries, to protect the rights of all segments of population. But still, even today, while scanning through newspapers, magazines, news channels in the T.V., or even while walking through the roads, we find that there is large scale violation of these rights. We always come across the horrifying news of bomb blasts, terrorism, child trafficking, violation of women's rights like rape, dowry death etc. Therefore, often some questions come to our mind like— Why is this happening? Why is such chaotic situation prevailing in the society? When such is the critical juncture and we are in a dilemma as to what to do to stop this menace of large scale violation of human rights, we must put emphasis on good governance, Here, lies the relationship between human rights protection and governance. It is only through good governance that these problems can be mitigated to some extent. The rights given in theory will not suffice. Today the urgent need of the hour is to set up an effective, strong, well organized government set-up to execute and implement the policies and principles properly.

The relationship between human rights and governance can be seen from the fact that if the government is very much vigilant and governance is done efficiently and properly, then the human rights can be protected to a large extent. So, from the above discussion, it is crystal clear to you all that the relationship between human rights and governance is very close.

The government by emphasizing on people- oriented public policy, can enhance the Human Rights protection. For example, in the agricultural sector, through basic empowerment of the producing classes in the industrial sector, through large scale development and progressive resources centered industrial policy through decentralization etc. the governance can lead towards Human rights protection.

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Protection of citizens against any adverse eventualities is the ethical obligation of the governance. Providing social security is recognized as a fundamental social right guaranteed by law to all human beings. It is the esteemed duty of the government to help people to cope up with and thus to promote social security. Social security can act as a catalyst for social transformation and progress, where human rights can be best enjoined. In the context of globalization, both formal and informal social security are facing formidable challenges throughout the world. The competitive environment unleashed by liberalization, privatization and globalization regime opens up new opportunities, at the same time generates new issues and problems which have to be addressed specifically. Equality in development requires distribution of benefits of growth to all. The dilemma before the governance is how to work out a balance between the prioritization of grave issues affecting the poorer and the low middle class sections and at the same time work out a strategy for acquiring benefits from the globalization process.

World Development Report 1997 of the World Bank had its focus on the state in changing world and noted: over the last century the size and the scope of governance have expanded enormously, particularly in the industrial countries. In developing countries like India that took to mixed economics, state was seen as a critical resource for socio-economic development as a matter of political consensus.

In this era of welfare state, government has a large role to play to provide relief to the millions of families, deprived of most necessities of life, minimum nutrition, housing, education, clothing etc. Thus the role of government has increased and 'Governance' thereby includes today——to take care of poor, the deprived and the sick, besides critical functions like law and order, judiciary, defense, currency, external relations and the like.

Today the most important task before the governance is how to promote the concept of 'sustainable development'. It means both ecology and economy, i.e. economic development must go hand in hand. One cannot be sacrificed for the other. Governance must be done in such a way that public services have to be delivered in a manner i.e, people-centered, efficient,

effective, equitable, affordable, sustainable and accessible to all, and then only, it can help towards human rights protection in the true sense of the term.

However, there is a growing and compelling evidence that almost everything that the government manages is unsustainable because the underlying systems and processes are inefficient and corrupt. It is unfortunate that, governance cannot even manage efficiently those services which only government can provide-law and order, targeted public-distribution, health care for the poor or extensive quality primary school education. Thus, from the above discussion, it is clear that if the problem of corruption is mitigated, then governance can lead towards human rights protection in the true sense of the term.

Let us take the example of India to make the concept much clearer. In India, the frames of Indian Constitution as well as Indian Judiciary and Legislature has left no stone unturned to protect human rights. We all have already learnt that Part-III of Indian Constitution deals with Fundamental Rights, like—Right to Equality (Act 14-18), Right to Life and Personal Liberty (Act. 19-22), Right against Exploitation (Act. 23-24), Right to Religion (Act. 25-28), Cultural and Educational Rights (Act. 29-30), Right to Constitutional Remedies (Act. 32). All these Rights are justifiable i.e., protected by the courts.

In addition to these, there are certain other non-justifiable rights under Part-IV which are called Directive Principles of State Policy. These are certain instruction issued to the state, for converting India into a Welfare State.

Apart from these constitutional provisions, Indian Legislature has passed laws from time to time to protect human rights. For example, The Child Labour (Prohibition and Regulation) Act, 1986, the Protection of Women from Domestic Violence Acts 2005 etc, etc.

In addition to these, Indian Judiciary from time to time pronounced landmark judgments to protect and promote human rights of all sections of population. For example, In M.C. Mehta vs. State of Tamil Nadu, children's employment

in hazardous work is prohibited. In Vishaka and Other vs. State of Rajasthan, sexual harassment of working women in all work places has been prohibited etc.

But, despite the presence of such constitutional provisions as well as laws, even today, we find gross violation of human rights throughout the length and breadths of our country. People are suffering from the bondage of poverty, unemployment, and illiteracy etc. Again, there is prevalence of violation of women and child rights, like—rape, dowry deaths, trafficking of women and children etc. All these are happening despite the presence of so many laws, because, there exists some loopholes or defects in the government machinery. People are dying due to terrorist attacks, bomb blasts etc. but the situation is helpless. The enforcement aspect of governance must be made strong to combat all these problems. Then only theory will be converted into practice, and we can be fully sure about the protection of human rights.

Indian democracy is very complex. For meeting the requirements of such a large democracy, the Civil Service must be highly competent. In this regard, it is necessary that the recommendation of the conference organized under the Institute of Government of India on May 24, 1997 should be implemented without fail. The recommendation made by the Pay Commission, recommendations made by the Expenditure Reforms Commission, 2000, studies initiated by the Cabinet Secretariat recently on Civil service Reforms etc. should also be implemented. Thus Good governance in India can lead towards Human Rights Protection.

The World Bank's document "Governance Development", (1992) says, — "Good Governance" is central to creating and sustaining an environment which fosters strong and equitable development and it is an essential component to sound economic policies.

Check Your Progress:

1. Write True/False

(a) Human rights are very basic rights.

(b) Governance means only decision making.

(c) UN Charter has no provisions relating to human rights.

(d) NHRC is a leading NGO.

(e) Part-III of Indian Constitution deals with Fundamental Rights.

2. What do you mean by human rights?
3. Do you think that Government's role has widened now-a-days? If yes, how?
4. Discuss the evolution of the concept of human rights.

1.5 Good Governance and Evaluation

Good governance is a normative concept and can be traced back to the ancient times. Plato's concept of 'Ideal State', where he laid stress on rule of knowledge, justice through the philosopher kings, is nothing but stress on good governance. Also, Rousseau prescribed the primacy of "General Will" in the affairs of the state. The utilitarian philosophers like Bentham and James Mill asserted the principle of greatest good or happiness of the greatest number. Gandhiji's concept of *'Ram-Rajya'* or *'Gram-Swaraj'* and J. Nehru's belief in the democracy and freedom of press, humanism and human rights are the basis of good governance.

However, the concept of 'Good Governance' has come into limelight recently. It is because 'good governance' can only assure happy and peaceful social life. The concern for 'good governance' has arisen recently mainly due to the fact that the society of today is in turmoil. Good Governance is basic to any other reforms and changes in the society. Everything else can be purchased for a price but not people-friendly, socially conscious and clean administration deeply committed not to any political ideology, but to the basic values of Rule of Law, respect for secularism, human rights and the welfare of the weaker section of the society.

The main pillars of 'good governance' are—political stability, lack of violence, free and fair election process, effective formulation and reimplementation of sound policies, active and alert judicial system, Citizen's participation in the decision making process, Citizen's RTI i.e., Right to Information, Gender equality, lack of corruption etc.

It is only in a system of 'good governance' that democracy can become a success in the true sense of the term. The quality of life of the citizens cannot

be improved without good governance. There is a widespread feeling among the people that government is becoming unresponsive, insensitive, lacks integrity and is neither transparent nor accountable that is the reason for mounting crime-rate. So, the people now-a-days are concerned not only with governance, but are concerned with 'Good Governance'.

Many Non-Governmental Organizations (NGOs) and Extra-Governmental Organizations (EGOs) are now-a-days putting stress on 'Good Governance' for sustainable development as well as substantial improvement in the Government Sector. Stress is given on accountability, transparency and citizen's participation in governance. The concept of good governance was actually highlighted by the World Bank for the first time in 1989, when it referred to it for "sound public management".

In India, during the British rule, Indians were not happy because the foreign rule was by and large indifferent and there was exploitation of the masses. However, with the attainment of Independence, more and more stress was given on 'Good Governance'. The preamble to the Indian Constitution laid down all the lofty, principles to promote, equality, fraternity and the system of good governance, and also to help the Indians lead a life of dignity and status. Today, the RTI Act as well as the concept of e-governance has brought about transparency and accountability in the governance, thereby helping us to move towards the concept of 'Good Governance'.

A democratic state must be open, accountable and participatory. Correspondingly, every citizen must have the right to know who takes decisions, what they are and why and how they are taken. This right enables the citizens to make the right choice/decision and also to participate in the democratic process. The Indian constitution makes, "we the people of India" the sovereign, and hence the source of all power.

The Right to Information Act, enacted by the Parliament in May 2005 may be regarded as the first step towards ushering in transparency in governance, thereby leading towards the goal of 'Good Governance'.

Also the very important parameter of good governance is an efficient civil service, which constitutes the quintessence of any government. Civil Services Act as the backbone of public administration system and have become an indispensable factor in the modern administration. Amidst changes of government due to periodic or political practice, civil service provides an element of stability and continuity, without which good governance would be impossible. E.N. Gladden rightly suggests that the civil servants shall be impartially neutral and imbued with the spirit of service to the community. Then only, good governance can be realized.

In this context, it will be appropriate to quote Pt. Jawaharlal Nehru, the first Prime Minister of India, who opines at the inauguration of the Indian Institute of Public Administration, New Delhi on August 29, 1954 that "Administration is meant to achieve something, and not to exist in some kind of an ivory tower, following certain rules of procedures and narcissus like, looking on itself with complete satisfaction. The test after all is the human beings and their welfare." Thus in the conclusion we can say that if welfare of all segments of population is promoted by governance, we can say that it is 'good-governance'.

Stop to Consider

Relation between 'Democracy' and 'Good Governance'

It must be born in mind that the concepts of 'Democracy' and 'Good Governance' are intertwined. It is only in a democratic set-up of government that the participation of the people is possible to the fullest extent thereby leading to the concept of 'Good Governance'. Moreover, democracy can succeed only in a system of 'Good Governance'.

Well-educated population, good educational system, successful functioning of the political parties and pressure groups are must for ensuring 'Good Governance'. The view points of different sections of population must be taken into account in good governance.

Q. 1 *Write 'True' or 'False':*
   (a)   Good Governance has nothing to do with Rule of law.
   (b)   Political Stability is an essential component of Good Governance.
   (c)   RTI is in operation in India.
Q.2 *Fill up the blanks:*
   (a)   Rousseau prescribes the principle of_____.
   (b)   Plato asserts the concept of good governance in his _____ State.
Q.3 Explain the different components of Good Governance.

1.6   Summing up

This unit has discussed the various aspects of human rights and governance. After reading this unit, you are now in a position to understand that in every human society, good governance is essential for protecting our basic rights which can be termed as human rights. In fact, both these concepts are interrelated and dependent on each other. You have further learnt that for a successful democracy, good governance is a must. Only under such a system, the individuals can enjoy their basic human rights to the fullest extent and can prosper. Today, when there is politicization of services as well as politician civil servants criminal nexus, time has come to seriously think over the matter and lay down more and more stress on good governance. Looking at the present state of affairs it may sound a bit utopian, but if it is to be translated in reality, it will require both administrative and political will.

1.7   References and Suggested Readings:

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Unit 2
Public Relations

Contents:

2.1   Introduction

In the contemporary era, the concepts of 'democracy' and 'welfare state' have become very popular and many countries of the world have adopted the concepts to form their governments. The world public opinion is in favour of a democratic set-up of government. The emergence of the concept of 'welfare state' has resulted into tremendous increase in realm of state activities. Both the concepts of 'democracy' and 'welfare state' have given impetus to the concept of public relations. It is because in a democratic set-up of government, the government is always answerable and accountable to the public for its conduct. So, maintaining good public relations in a democracy is regarded as an essential attribute of the government.

The welfare states today render innumerable services to the public. The size and complexity of these services render communication with the public imperative thereby resulting in public relations.

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This unit makes an attempt to introduce you to the dynamics of public relations in terms of exploring the meaning and nature of public relations. Moreover, it will attempt to deal with the significance of public relations in administration. After going through this unit, you will be in a position to trace the relationship between civil servants and public relations and also the means of public relations.

2.2   Objectives

Public relations is a very important aspect of contemporary administration. The increasing complexities in society add to the significance of the role played by public relations. After reading this unit you will be able to:

- *discuss* the meaning and nature of public relations,
- *analyse* the significance of public relations in administration,
- *trace* the relationship of civil servants and public relations,
- *examine* the various problems of public relations.

2.3   Meaning of Public Relations

We often come across the term 'public relations'. However, the term 'public relations' lacks a precise definition. Generally speaking, the term 'public relations' simply means the relation of the government with the public.

The term has been defined by the Encyclopedia Americana as – "the art of analysing, influencing and interpreting a person, idea, group or business so that he, or it, will be recognized as serving the public interest, and will benefit from so doing."

According to Millett, public relations has four primary aspects:—

a) learning about public desires and aspirations,
b) advising the public on what it should desire,
c) ensuring satisfactory contact between public and government officials, and
d) informing the public about the activities of the agency.

To Bernays, public relations, means—

a). information given to the public

b). persuasion directed at the public to modify attitudes and actions,

c). efforts to integrate attitudes and actions of an institution with its public and vice-versa.

However, 'public relations' has to be distinguished from the concepts of 'Publicity' and 'internal communication'. In a governmental set-up, internal communication is necessary for the smooth functioning of the government. Internal communication aims at creating an understanding of the objectives, policies and decisions of the agency among its employees. If the internal communication system is proper, then the agency can work in a healthier manner. Hierarchy, conferences, meetings, informal gatherings and conversations at times of tea etc. are some of the means of such internal communication which are quite different from public relations.

On the other hand, 'public relations' and 'publicity' are not similar. 'Publicity' is basically a tool i.e. one of the means of establishing public relations.

Moreover, one of the important functions of the government is to collect general information and publish it for the use of the general public. Many departments of the government are engaged in such an activity. Instances of such general information are census reports, weather forecasts, crop reports, food statistics, labour statistics, industrial and commercial statistics, employment figures etc. Such information is not a part of public relations as it is just the function of certain units of government.

2.4   Nature of Public Relations

In order to understand the nature of public relations, first of all we will have to know the meaning of the term 'Public'. Although used frequently, the term 'Public' is not easy to define. The general public cannot be seen as an essentially single unit as actually it is a collection of many. Hence, the concept of general public is vague and unidentifiable. It is assumed that we can feel their presence only at the time of election.

So, we will have to analyze the concept of 'nature of public relations' through the ordinary citizen who is the unit of public and is identifiable and comes in daily and constant contact with the administration or some aspects of it.

We will now discuss the nature of public relations under the following parameters—

- *Administration's relation with an ordinary citizen*: In governmental administration, an ordinary citizen comes into direct contact with it. He needs information on various issues and help in filling up the ever-growing number of forms. Moreover, he requires assistance in getting acquainted with the procedures as he expects expeditious disposal of his case. He also rightly demands polite and courteous behaviour on the part of the government officials. The role of public relations is important in this context as here public relations must be maintained properly. Otherwise the general public may feel deprived of the services to which they are actually entitled. Questions are raised in the context of the imperviousness, wooden-headedness, obstructiveness, rigidity, and rule and procedure bound attitude of the bureaucracy. Thus, it is the grass root level from which public relations actually starts.

- *Governmental organization's relation with particular organized groups*: The governmental organizations have to deal with particular public i.e., organized groups of public, like Trade Unions, Chambers of Commerce, Students Union, Teacher's Associations, Political Parties, religious or caste groups, press, Women's Council etc. Thus each agency of the government has to direct and maintain its public relations to that part of the public with which it is directly concerned i.e., its clientele. To elaborate, farmer is the clientele of the agriculture department and labour is the clientele of the labour department.

- *Legislature's relation with public in parliamentary democracy*: In a democratic form of government and more particularly in a parliamentary democracy, the government is always answerable and accountable to the public. The political executives i.e. the ministers as well as the permanent civil servants come into contact with the general public.

Another important point of contact is the committees of the legislature which summon officials to explain the matters or answer objections. The Estimates Committee and the Public Accounts Committees are good examples of such contact.

- *Administration's relations with the Press*: Another field of public relations is the administration's relation with the press in a free society. The power of the press is tremendous. No government ever desires and cherishes a hostile and irresponsible press. The public reaches the government through a responsible press and the government also sends message to the public through the press. The need of the hour is a fair, impartial, independent and responsible press which can help in improving the public relations. Every government therefore makes arrangements to keep the press fully informed and briefed. The pressmen or journalists have a press gallery in the legislature and there are press enclosures in the public functions. They are invited to all the governmental functions and attend the press conferences where the top leaders meet the press.

- *Relation of administrative officials with the leaders of the political parties*: Another dimension of public relations in a democracy is the relation of the administrative officials with the leaders and office bearers of the political parties.

Check Your Progress

1. Write True/False:-

(a) Public relations mean government relation with public.

(b) Public relations is not same as that of publicity.

(c) The concept of Welfare State has narrowed down the scope of state activity.

2. Discuss briefly the meaning of 'public relations'?

3. Examine the nature of 'public relations'.

2.5   Significance of Public Relations in Administration

'Public relations' assumes a place of great importance in contemporary scenario. Public relations is growing fast to approach the status of a profession. Maintaining good public relations is regarded as an important attribute of the contemporary leadership.

We will discuss the significance of public relations in contemporary administration under the following headings:

(1)   Vast increase in government functions:

With the emergence of the concept of welfare state, the activity of the state has increased. With the change in the nature of the ends of the state and consequent increase in the functions of the government, the administration has assumed control over the daily life of the citizens. Due to the emergence of the concept of welfare state, the areas of governmental activities today have increased both horizontally and vertically. The public has to be made well aware of the various facilities offered to it by the government and the government also has to know the aspirations and hopes of public. All these are served through public relations. Thus, public relations is very significant in the era of welfare state.

(2)   Keeps the Government in right track:

The government is under a constant pressure to defend itself against the public criticism. Government in a free society must function in a glare of publicity and must convince the public that work is progressing. Otherwise it will loose public support. So, public relations must be maintained properly. Hence, we can assess the importance of public relations which helps the government to do its work properly with reference to the above mentioned situations.

(3)   The Civil Servant today occupies a changed role:

The Civil Servants not only implement the policies of government, but also implement them properly to create popular support for them. While doing so, they have to maintain cordial relationship with public and public relations is important for the implementation of the policies.

Thus, from the above discussion it is evident to us that maintaining good public relations is the most important criterion for the survival of the government. It is the public relations which can make or mar a government. The government which maintains good public relations gets co-operation of the Public from all sides. Otherwise, in absence of such public relations, it becomes difficult for the government to maintain efficiency.

Actually, public administration caters to the needs of society. It is the duty of public administration to know the opinion of the people concerning the working of administration. At the same time, the public must be aware of the benefits they are supposed to receive from the administration. There should not be any misunderstandings in the minds of the people concerning administration. No administration can be successful if the public opinion is hostile or is based on misunderstanding about the policies of administration.

Public relations helps in improving the understanding between the citizens and the administrators. The purpose of public relations is to create a favourable community opinion towards the programme of administration and here lies the significance of public relations.

It is though public relations that confidence can be created in the minds of the public towards the competence, fairness, impartiality and sincerity of the public officials. When they are assured of the confident working of the administration, people will assist and support the programme of the administration.

Thus public relations is essential for the smooth working of administration because the effectiveness of administration is enhanced when the attitude of the citizen is friendly towards it. Public support and co-operation, essential for effective administration, can come only though good public relations. Public relations also creates confidence in the minds of the people about the integrity of administration, and removes the misunderstandings existing in the minds of the people about the working of administration.

Rex Harlow says that public relations is a science through which an organization can consciously attempt to fulfill its social responsibilities and secure the public recognition and approval necessary for success.

Thus from the above discussion, it is clear that public relations enhances the prestige of the government and protects it form unwarranted attacks and misunderstandings. Thus public relations programme is both positive and defensive.

SAQ

Do you think good public relations is a necessity of the democratic form of government? Give arguments in favour of your answer (80 words).

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2.6   Civil Servants and Public Relations:

In a welfare state like India, civil servants play crucial and important role in maintaining public relations as it is the duty of the civil servants to execute the policies and programmes of the government and also to provide necessary inputs for future policy planning. Thus, it is the civil servants who actually come into contact with the public. The ministers frame the policies, but the task of implementing them efficiently and effectively rests with the civil servants.

Public servants must know the feelings of the people about their work and organizations. The aims and functions of the organization must be conveyed to the people. They have to establish friendly contacts with the people so that people should give active support and co-operation to the programmes of the administration.

The success of a democracy lies not in the quality of laws, but in the effective implementation and administration of these laws. This responsibility actually rests with the civil servants. The socio-economic ideals of a welfare state

cannot be realized without efficient civil service. It is the civil servants who act as a bridge between the government and the public. Thus civil servants play a very important role in maintaining good public relations.

The civil servants maintains good public relations though the concept of 'neutrality' which is based on the dichotomy between politics and administration. A neutral bureaucracy is a depoliticized one. The worth of a neutral bureaucracy lies in its effort to guarantee stability in the government, especially in times of political and social upheaval. It assures the public of uniform, impartial and competent treatment.

Due to the development of the rule of law and the evolution of a large career service, we witness a change in the public conception of integrity of public servants in the sense that they should not use their official position to obtain any kind of financial or other advantages for themselves, their families or friends. The citizens expect the public servants to be honest, diligent, responsive, fair and competent in the discharge of their duties and these qualities contribute to the integrity and capacity of administration. With the emergence of the concept of the 'welfare state' now the civil servants have assumed control over the day -to -day life of the citizens.

Katz and Danet offer a relevant explanation in the introduction to their edited volume on Bureaucracy and the Public. According to them, the structure of bureaucratic organization subsumes a set of guiding norms governing the relationships between the civil servants and the clientele. These norms are: (a) specificity (b) universalism and (c) affective neutrality.

Corruption, indifference, incompetence and insensitiveness on the part of the public servants can cause harm and hardship to the citizens. Thus it is believed that the civil servants must implement the policy decisions faithfully, without fear or favour, and regardless of their personal opinions. In fact, Max Weber, in his essay "*Politics as a Vocation*" enjoins public servants to conscientiously execute the orders of their superiors without having any political biasness.

However, in the modern era of welfare state where the role of civil servants has increased, the neutrality doctrine has to be re-defined to meet the need for sound public relations. 'Neutrality' should not mean political naiveté, but a sufficient degree of political awareness and an ability to operate within the system without wearing a party label or a party cap.

Civil servants will have to convince themselves that they have joined the services to serve the people and not the political masters whose interests do not coincide with those of the people. It is their duty to insist on more transparency and accountability in government. They have to tell themselves that they need not function as anonymous ciphers but as questioning neutrals. If these suggestions are taken into consideration, sound public relations will be maintained by them.

SAQ:

Do you think public relations helps in the proper working of the administration or acts as a barrier? Explain (80 words)

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2.7 Means of Public Relations

After going through the previous sections, we have understood the nature and significance of public relations. However, there are no fixed rules or criteria regarding the means, tools, instrumentalities and techniques of maintaining good public relations. Time, place and person always make a difference in establishing public relations.

Among the normal ways and means of maintaining good public relations, tools like publicity, advertising, personal contact, public speech and direct mail are widely used.

"Publicity" is the most important aspect of public relations and the government makes full use of this powerful weapon for influencing and moulding public opinion. 'Publicity' is a means to make public the facts or to disseminate the knowledge of facts. The principal media of modern publicity are as follows: visual (advertisement, publications, demonstrations etc.), auditory (radio broadcasts and lectures) and audio-visual (films and telecasts).

Among the visual means of public relations, television plays a very important role. As we witness now the television provides the medium through which the publicity works of the governments are disseminated to a large audience. Here we can cite the example of India. The publicity work of the government of India has been entrusted to the Ministry of the Information and Broadcasting. This Ministry was created in October 1941 and is charged with the responsibility for publicity and broadcasting activities of the government of India and the general conduct of government relations with the press. All India Radio and Doordarshan also serve the publicity work of government of India.

In the contemporary scenario, the radio is playing the role of an important medium of publicity. All India Radio provides special programmes for the rural people, school children, industrial workers and armed forces. Through these programmes, the information concerning the plans of the government is disseminated to the people. The provision for cable television has really brought thet information revolution in India.

The Press Information Bureau acts as a link between the government and the public through the press by informing the public about the activities and policies of the government and keeping the government in touch with the main trends of public opinion. Here we must remember that public relations is a two- way traffic. This wing of the Ministry and Information Broadcasting keeps people informed about the government and vice-versa.

The Publication Division in the Ministry of Information and Broadcasting is responsible for the compilation, production, distribution and sale of popular pamphlets, books, journals, albums etc. for providing authentic information about the Country's cultural heritage, the activities of the government, the

progress of development programmes and places of tourist interest. It also advises the various ministers and departments of the government on the preparation and production of publicity literature relating to their specific activities.

The Film Division of the Ministry is responsible for the production and distribution of documentary films for the general information and education of the public.

Moreover, in addition to these institutions or departments, the Research and Reference division and the Directorate of Field publicity also help the government in the work of publicity.

The task of advertising is also done to build public relations. While in the states, advertising and visual publicity is undertaken by the Department of Information and Publicity. This responsibility rests with the Directorate of Advertising and Visual Publicity and the functions include release and display of advertisements, release of classified advertisements, production and distribution of posters, board sheets folders, pamphlets etc.

Personal contact and public speeches play important role in building up public relations in a country like India as the people, mainly in the developing countries like India cannot afford T.V. or radio. However, they can attend public gatherings and listen to their leaders which go a long way in establishing good public relations.

Direct Mails also help in establishing good public relations and no minister can afford to neglect it or be indifferent to it.

Thus, the above discussion helps us to understand the various means through which the government maintains good public relations.

Stop to Consider :

Functions of Ministry of Information and Broadcasting, Government of India
In India, the work of 'Publicity' has been entrusted to an executive department of the Government of India, i.e. Ministry of Information and Broadcasting. The Ministry is responsible for—

Government Publicity including publications and advertisements.

Broadcasting,

Sanctioning of cinematograph films for exhibition,

Production and distribution of documentary films and newsreels, and

Registration and Statistics of newspapers.

The Ministry performs its functions of publicity through the following offices—

Directorate General, All India Radio, New Delhi.

Press Information Bureau

Directorate of Advertising and Visual Publicity

Publications Division

Films Division, Mumbai

Central Board of Film Censors

Research and Reference Division

Registrar of Newspapers of India

Five year Plan Publicity.

Check Your Progress:

1. Discuss the relevance or significance of public relations in the context of welfare state.

2. Do you think that the concept of Neutrality is helping the civil servants to discharge their duties properly in contemporary political scenario?

3. Discuss the attributes necessary for the civil servants to maintain good public relations.

2.8   Problems of Public Relations

We have already discussed the important aspects of public relations and its relevance. Public relations is emerging as a profession and almost every organization now maintains a separate department for public relations with experts or professionals in the field.

However, public relations suffers from the following problems—

1. People often misunderstand the professionals in the department of public relations as propagandist, press agents.

2. its inability to understand the public wants, needs, fears, like or dislikes, at times

3. The complexity of modern governmental set-up.

4. The usually indifferent attitude of the general public.

5. The lack of appreciation on the part of the public officials in the context of the importance of their responsibility in the matter of public relations.

6. The lack of parameters to measure the effectiveness of the methods used.

7. The limited funds available for public relations activities and the consequent necessity of forgoing professional technical assistance.

8. The difficulty of maintaining impartiality.

9. The difficulty of persuading the public that public relations devices are not necessarily propaganda.

10. Delegation of power to maintain public relations.

Check Your Progress

1. Explain the different means of public relations.

2. Discuss the problems faced by 'public relations' in the present time.

2.9   Summing up

After going through this unit you are now in a position to explain the importance of public relations in modern administration. After reading this unit it is clear to you all that public relations makes government active and accountable. You have also learnt that in a democracy people's participation in the political system is essential. Government is dependent on the consent of the people. So, public relations is used by the government to secure maximum support form the public. So, it should be honest, truthful, open and responsible. You have also learnt that public relations activities are used

to bring awareness among the people. It is playing a very important role in removing misunderstandings of the public about the administration and its policies. From this unit you have also got the idea that different means are used to make public relations better and there is no fixed rules regarding the means of public relation. Time, place and person make it difference. The unit also provides you the basic idea to understand different problems that comes in the way of public relation. Nevertheless in a democratic country, public relation has to clear the way for a more enlightened democracy in which public opinion should be well informed.

2.10   References and Suggested Readings

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Unit 3
Ombudsman

Contents:

3.1 Introduction

With the initiation of welfare activities, the role and the functions of the states has been increasing basically in the management of public affairs. Now the activity of a state has been extended to cover all the dimensions of human activities. But at the same time administrative inefficiency like delay, red-tapism, and lethargy are also increasing. Corruption in public life has increased up to a great deal. Hence it was felt necessary that there should be machinery which will redress citizen's grievances which will be less costly but speedy. Henceforth the institution 'Ombudsman' has emerged.

This unit is an attempt to introduce you with the Institution of Ombudsman existing in different countries. Here we shall discuss the meaning and needs of such institutions. As we know that Civil Law of a country is different than its counterpart, it is therefore, obvious that the type of institutions also differ from country to country. In this unit we shall discuss the Ombudsman

institutions from different countries perspectives. This unit is also an attempt to introduce you to the objectives and goals of Ombudsman in India, England along with its working procedure. After reading this unit you will be able to understand the needs of such institutions and the challenges faced by this institution in the path of its working. In this unit we shall discuss Ombudsman.

3.2 Objectives

An ombudsman is that mechanism which prevents the chance of corruption and makes civil servants and legislatures accountable. It is very necessary to have an ombudsman to curb the increasing powers of politicians and civil servants. After reading this unit you will able to.

- *describe* the meaning and definitions of ombudsman.
- *explain* the origin of this institution.
- *discuss* ombudsman in the context of India and England.
- *analyze* the importance of ombudsman, and
- *discuss* the overall strength and weakness and recent trends of ombudsman.

3.3 Background of Ombudsman

We know that emergence of welfare states paved the way to introduce Ombudsman to redress the grievances of the citizen. But it does not mean that before the emergence of Ombudsman there was no institution for such purposes. Every country has its own judicial system and rule of conduct. But, in the first half of the 19th century, the expanding programmes of new social security have widened the scope of administration and other public services. It is considered that the existing system which is dealing with grievances of citizens is inadequate to ensure proper safeguard against genuine mistakes, negligence or direct abuse of power by public authorities. Due to the vast power and functions, the public officials become arrogant. Although, judicial control is considered sufficient in some of the countries to prevent flagrant violations of such powers of administrators, however, in real sense,

it is not sufficient for adequate protection against such misuse of powers by the public officials and administrators. Therefore, many countries have introduced some extra agency which will protect the citizen's interests and bring efficiency in administration.

The beginning was made in Sweden. Its constitution (1809) provided for a unique institution namely Ombudsman to protect the citizens against administrative injustice or misuse of power by the administrators. The word Ombudsman refers to a person who acts as a spokesman or representative of another person. In other words, "An ombudsman is a person who has been appointed to look into complaints about an organization". Using an ombudsman is a way of trying to resolve a complaint without going to court.

As we know, an "ombudsman" refers to an official appointed to provide a check on government activity in the interests of the citizen, and to oversee the investigation of complaints of improper government activity against the citizen. If the ombudsman finds a complaint to be substantiated, the problem may get rectified, or an ombudsman report is published making recommendations for change. Further redress depends on the laws of the country concerned, but this normally involves financial compensation. Ombudsmen in most of the countries do not have the power to initiate legal proceedings or prosecution on the grounds of a complaint.

Thus, Ombudsman is a very useful and effective institution in Sweden and established its utility. In Sweden it has been functioning since the last 150 years. The Constitution of Sweden assigns the power of Ombudsman as to investigate or supervise the observance of statutes and regulations by the courts and by the public officials and employees. In Sweden, the founding country of Ombudsman, it has been most successful not only as a device for controlling the ever growing powers of bureaucracy, but also as an effective agency for redressal of citizens grievances and for taking necessary corrective measure against cases of maladministration, wilful neglect on the part of the administrators. And the success of Ombudsman in Sweden promoted its neighbouring nations like Denmark and Norway to adopt such institutions, which they did in 1955 and 1962 respectively. From there it

spreaded to New Zealand in 1962 and to the UK in 1967. Moreover several other countries in the western Hemisphere and the African continent have adopted this institution in different forms.

Stop to Consider:

Types of Ombudsman:

The following types are now found in various countries for protecting the interests of the citizens.

•   The Parliamentary and Health Service Ombudsman who investigates complaints about government departments and certain other public bodies. They can also look into complaints about NHS hospitals or community health services

•   The Local Government Ombudsman who investigates complaints about local councils and some other local organizations

•   The Financial Ombudsman Service

•   The European Ombudsman

•   The Legal Services Ombudsman

•   The Property Ombudsman

•   The Housing Ombudsman

•   The Prisons and Probation Ombudsman.

•   The Energy Supply Ombudsman.

These types help us to understand the importance of such institutions in our public life's and it also helps us to understand the different institutions which are dealing with different departmental works.

3.4 Meaning and Definitions

In the previous section, we have learnt that Ombudsman system has originated in Sweden and in a short span of time it has spreaded all over the world. In Sweden the word Ombudsman refers to that person who speaks or represents another person. Now let us discuss the meaning and definitions of Ombudsman.

The origin of the word is found in Old Swedish umbuðsman (accusative) and the word umbuds man, meaning representative. The first preserved use is in Swedish. In the Danish Law of Jutland from 1241 the term is umbozman

and means a royal civil servant in a hundred (country subdivision). From 1552, it is also used in the other Scandinavian languages such as the Icelandic "umboðsmaður", the Norwegian "ombudsmann" and the Danish "ombudsmand". the modern use of the term began in Sweden, with the Swedish Parliamentary Ombudsman instituted in 1809, to safeguard the rights of citizens by establishing a supervisory agency independent of the executive branch.

In terms of Sweden ombudsman refers to an officer appointed by the legislature to handle complaints against administrative and judicial action. In Sweden the ombudsman is appointed by the Parliament to supervise as an independent authority to the functioning of all public officials as Civil, Military and Judicial. At present there are four Ombudsman in Sweden, among which one is designated as Chief Ombudsman and all of them has own functional area.

From the Swedish perspective, we can say that Ombudsman is one who investigates allegations against civil servants, who can misuse their power and authority and investigates cases where legal remedy is either not available or the aggrieved party can not listen and investigate cases not only on the claims made by the others but on his own as well. He is an officer of the legislature and not of the executive and free to report back to it in any time. We also find that an Ombudsman is an impartial investigator and is politically independent, even of the legislature. His office is provided for in the constitution of a country and once he has begun the investigation of a case the legislator do not and can not intervene. However, he has no power to change rules, he has the power to criticize existing system and suggest remedial measures only.

Thus we find that, the ombudsman's job is to investigate cases of maladministration. This means the way in which an organization has dealt with a situation or reached a decision. Examples of maladministration include:

- An organization not following its own policies or procedures

- Rudeness

- Delay in taking action or failing to take action

- Treating someone unfairly compared to others

- Giving wrong or misleading information.

The ombudsman will only look into a case where an individual (or in some cases group of individuals) has suffered personal injustice, hardship or financial loss because of the action or lack of action of a particular organization. In most cases, an ombudsman cannot look into a decision made by an organization, just because one disagrees with it. In this regard you should complain to the ombudsman only if you have given the relevant organization an opportunity to comment on the complaint and resolve any problems. The ombudsman will not investigate a case if it is about to go to court or if court action has been started. In some cases, the ombudsman will not look into cases which could be dealt with by a court or tribunal.

If the ombudsman decides to accept the case, they will look into the problem. They will then write a report, giving the results of the investigation. This report is sent both to the relevant government department or health authority and to the person who made the complaint.

If the ombudsman agrees that the complaint is justified and that one has suffered injustice or hardship, the report will set out what the Ombudsman has decided and what should be done about it.

The ombudsman can ask for:

- An apology

- Financial compensation or repayment of money due, for example, tax or benefits

- Better facilities for patients

- Better administrative procedures

- Better instructions for staff.

There is no appeal against the ombudsman's decision. The ombudsman will only start a new investigation into a complaint if completely new information

is received which cannot reasonably have been known about before. It is very rare for a new investigation to be started. The ombudsman's recommendations cannot be legally enforced.

Thus from, we find that Ombudsman is an appointed official to prevent corruption and to observe the works or activities of administrators to protect the interest of the citizens. He is an independent officer to the executive and the legislature and work for people's grievances.

Check Your Progress

1. In which year Ombudsman was established by the Swedish Government?

2. In which year UK established its Ombudsman?

3. How many Ombudsmen are working in present Sweden?

3.5 Emergence of the Institution of Ombudsman

In the previous sections we discussed that the Ombudsman institutions emerged in Sweden to curb corruption in public offices. Since 1809 the institution had existed in Sweden and it had its existence in Finland since 1919. As we discussed earlier the basic cause behind the creation of such institutions is to prevent corruption; stop misuse of power by public officials and its goals is to bring efficiency and commitment in administration. And Sweden saw the way of creating Ombudsman. As we studied earlier, after the success of the institution of Ombudsman in Sweden it attracted the attention of the other countries. More then forty countries of Europe, Africa and Asia have adopted the institution with some modifications and changes which are necessary for their respective social, political, and administrative structures and traditions.

The General Ombudsman Plan adopted in Denmark, Norway and New Zealand are modeled closely on the Swedish and Finnish originals, but some significant changes were made by them, especially by the government of

Denmark, which have become the model for the rest of the world. In Denmark he is appointed by the Parliament after every general election and removed from his seat when he lost its confidence. In 1962 Norway introduced Ombudsman system as the same pattern which is existed in Denmark

The most significant change that was made by these countries was that, in all three countries, the Ombudsman was not given the power to supervise the judges. The fact is behind that, in these three countries basically in Denmark and Norway had no close counterpart of the Chancellor of Justice and no tradition of his supervision over the courts. A second reason was that in these countries adequate supervisory and complaint machinery already existed within the court system itself. In Sweden Ombudsman are non-partisan and independent of legislative influence in individual cases. They can review judicial behaviour, not the content of decision.

Other differences made by other countries, are that in the newer plans the Ombudsman have not been given the power o prosecute officials, while in Denmark and Norway they are not permitted to criticize the wisdom or content of an administrative decision but only the fairness of the procedure by which the decision was made. Thus Ombudsman was given importance day by day in different countries with some significant modifications with that of Sweden Ombudsman.

Ombudsman in New Zealand got its impetus in 1962, and it becomes the first commonwealth country to establish such institution. He is known as Parliamentary Commissioner, appointed by the Governor General on the recommendation of House of Representative. Like other country he is an investigating officer, who investigates cases on the matter of maladministration received from common citizen or any committee of House of Representative. Unlike the Danish Ombudsman complaints from defense personnel concerning service conditions or operations are outside the New Zealand Commissioner's jurisdiction. He is also not authorized to investigate any act or decision for appeal against which facilitate already exist. In the event of a doubt as to whether a case falls within his jurisdiction or not the Commissioner can ask the Supreme Court for a ruling.

In England it was introduced in 1947. He is known as Parliamentary Commissioner. He is appointed by the government but unlike Denmark, government has no power to remove him form his office. In England his sphere of activity extends to all ministers, Departments of government, civil Service Commission, etc. but defense personnel, foreign affairs, autonomous co-operations, regional hospitals, etc do not fall in his jurisdictions. In India first Administrative Reform Commission, 1966, recommended the setting up of Lok Pal and Lok Ayukatas for redressal of citizen's grievances on the pattern of Ombudsman. Both French and USA have their own system of getting the grievances of the people redressed.

Thus we find that since the beginning of Ombudsman in Sweden it has attracted the attention from almost all countries to protect citizen's interest. Almost in all countries it is characterized as an investigating agency. The system is found useful by common man because their grievances are quickly heard and decisions are promptly taken as compared with the time taken by the courts of law. Let us discuss its power and functions and appointment procedure. In Canada the office of the ombudsman is present in all departments of the federal government, in many provincial and municipal governments as well as in Crown Corporations such as CBC and Canada Post. In the United States, the U.S. Congressman has long performed the unofficial function of an Ombudsman, at the Federal level. This informal job has become increasingly time- consuming. It is subject to criticism on the grounds that it interferes with a legislator's primary duty, namely to read and be knowledgeable about a bill before casting his or her vote. Nonetheless, as Morris Fiorina points out, the involvement of Congress in the ombudsman process carries one major advantage: members of the Legislative Branch exercise "control over what bureaucrats value most – higher budgets and new program authorizations."

Besides these, many private companies, universities, non-profit organizations and government agencies also have an ombudsman (or an ombuds office) to serve internal employees, and managers and/or other constituencies. These ombudsman roles are structured to function independently, by reporting to

the CEO or board of directors, and according to International Ombudsman Association (IOA) Standards of Practice do not serve any other role in the organization. They are beginning to appear around the world within organizations, sometimes as an alternative to anonymous hot-lines in countries where these are considered inappropriate or are illegal.

Since the 1960s, the profession has grown in the United States, and Canada, particularly in corporations, universities and government agencies. This current model, sometimes referred to as an organizational ombudsman, works as a designated neutral party, one who is high-ranking in an organization, but who is not considered part of executive management in the sense of being able to make management decisions. Using an alternative dispute resolution (ADR) sensibility, or perhaps more apt, an appropriate dispute resolution sensibility, an organizational ombudsman can provide options to whistleblowers or employees and managers with ethics concerns; provide coaching, shuttle diplomacy, generic solutions and mediation for conflicts; track problem areas; and make recommendations for changes to policies or procedures in support of orderly systems change.

In Pakistan, the establishment of the institution of Ombudsman was advocated on several occasions. It was, however, Article 276 of the Interim Constitution of 1972, which for the first time provided for the appointment of a Federal Ombudsman as well as Provincial Ombudsmen. Subsequently, the Constitution of 1973 included the Federal Ombudsman at item 13 of the Federal Legislative List in the Fourth Schedule. The Institution of Ombudsman was, however, actually brought into being through the Establishment of the Office of Wafaqi Mohtasib (Ombudsman) Order, 1983 (President's Order No. 1 of 1983), which is now a part of the Constitution of the Islamic Republic of Pakistan by virtue of Article 270-A. It started functioning on 8 August, 1983. The Ombudsman in Pakistan is called "Wafaqi Mohtasib", (English: "Federal Ombudsman") with its headquarters in Islamabad and Regional Offices in Lahore, Sukkur, Quetta, Faisalabad, Multan, Dera Ismail Khan, Peshawar and Karachi.

Thus, we find that since the inception of this institution in Sweden, the Ombudsman got attraction from the world community and it is the over expanding work of the government and public officials which force the countries to establish such institutions for improving efficiency to the administration. but the functions and the appointment procedures are not same in every country. However the basic function done by ombudsman is to investigate criminal cases especially against a public or government officials as well as administrator. As said the main function of Ombudsman is to investigate charges of corruption against public servants, priests and judges but military personnel do not fall within his preview. Thus an Ombudsman provides protection against maladministration. His functions also includes making suggestions for checking corruption, etc.

Stop to Consider

How to complain to the ombudsman:

The procedure for starting the investigation by the ombudsman depends on which ombudsman the complaint is being made to. Most of the offices of the ombudsmen provide an application form for making a complaint However; you do not need to use an application form. You can contact them with the following information:

- The name and address of the person making the complaint
- The name and address of the organization the complaint is being made about
- Details of what the complaint is about, that is, what the organization did wrong or fail to do
- What personal injustice, financial loss or hardship was suffered?
- What the organization should do to put the situation right
- Details of how the complaint has been followed up before you contacted the ombudsman
- The date when you first identified the event you are complaining about.

It helps you to understand how we can complain against a public official for misusing his powers. Thus we can prevent practice of maladministration.

3.6 Ombudsmen in England

We know that, England has the oldest parliamentary system of government. In that country parliamentary system has deep roots, in spite of the fact that the country has monarchy. Yet the monarch is only the constitutional head of the state and the real powers vested in the Parliament. Like other countries the state functions are rapidly increasing. One cause behind such increase of power is that it undertakes welfare activities and above all it has the system of unitary government. So, in the UK, the office of the Parliamentary Commissioner for Administration was created in 1967, covering the activities of central government departments. A separate (National) Health Service ombudsman was subsequently created, but this has, to date, always been the same person and the two offices are combined. The Local Government Ombudsman (formally the Commission for Local Government Administration - there are three Commissioners) for England and Wales was created in 1973, and for Scotland in 1974; since then, a variety of other public and private sector-specific ombudsmen have been created. UK critics claim that the Ombudsmen appear independent while actually being recruited from the ranks of officials and that their function tends to entail little more than the rubber stamping of official decisions. Use of the ombudsman schemes is becoming increasingly common, although citizens are encouraged to first pursue grievances against government through their local MP, or else through another MP or the courts.

We already learnt that England is a unitary country, and its court has got a vast scope of power to protect citizen from the arbitrary rule of the administrator. That's why the citizens are bound to have grievances both against the politicians and administrators, which need immediate redressal, because satisfaction of the people is of paramount importance in a democracy. In England, its citizens have not found its judicial system adequate in so far redressal of grievances due to non availability of the power of judicial review by its courts. Henceforth, in England Commissioner of Parliament was created as the pattern of Ombudsman for the first time in 1967 on the recommendation of Whyatt Report of 1961. He is appointed by the government but removed by the Parliament. He sends his report to Parliament annually. As said, his sphere of activity extends to all ministers,

Departments of Government, Civil Service Commission, etc. But the defense personnel and some other autonomous bodies are kept out from its jurisdiction.

Form the above discussion we learn that the Ombudsman in England is known as Parliamentary Commissioner appointed by the parliament. Let us discuss its structure and functioning

Structure and Way of Functioning:

We have already learnt that the court of England has no vast power to redress citizen's grievances. So, in order to redress the grievances of the people against administration, administrative tribunals have been set up in England, so that grievances, complaints and allegations of the people against the government are immediately heard and removed at the earliest after proper investigation. A tribunal is an administrative court which tries to give people justice against administrative lapse and highhandedness. These are outside the normal system of justice which is otherwise available to all citizens. An administrative tribunal is brought into existence when it is established that a particular administrative decision was wrongly taken. The procedures that are followed by these tribunals are not same as the general court. The procedures are very simple as there is no public hearing and no jury system. Therefore it is less costly and the decisions are taken quickly. The system does not provide for the calling of witness. In several cases its decisions are final and no appeal can be made even in courts of law.

SAQ

Do you think that Ombudsman can succeed in providing redress of the citizens grievances in England, without a proper Judicial System? (80 words)

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. . . .
. . . .

Utility of Ombudsman in England:

We have already learnt that, The Ombudsman was established in 1967 in England. The Ombudsman investigates claims by companies which reside or have their interests within the Country against incidents of bad administration by bodies or institutions of the England. It is very useful because of its simple procedure of hearing and quickness in the decision making process. Here we shall discuss the utility of this institution.

As said in England administrative tribunals have been found quite useful as a mechanism for redressing the grievances of citizens. In these citizens are provided full opportunity to present their view point without any reservation. Since court of law is always over burdened with work therefore these tribunals reduce their work load. More over, the decisions are quickly taken and in those cases with ordinarily fall within their jurisdictions are dealt with and disposed of by these tribunals. The basic utility of these courts is that, these are economical and here no need of witnesses. Thus decisions are promptly taken on the merit of the case. There is no jury system involved. In these tribunals administrative matters or with which administrators are concerned are brought in the form of grievances. Judges who are legal experts usually have no in depth knowledge of technical administrative problems, thus when, these cases come before to this tribunals, these are more quickly appropriately decided.

Thus we find that, on the whole these tribunals on the one hand have reduced workload of the courts of law and on the other, helped in quick redressal grievances of the citizens.

Stop to Consider

Seeing the success of ombudsman institution in different countries, Portugal also established its own Ombudsman. The Portuguese Ombudsman is called the Provedor de Justiça (Justice Provider), and its role is defined in article 23 of the Constitution of Portugal:

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1. Citizens may submit complaints against actions or omissions by the public authorities to the Ombudsman, who shall assess them without the power to take decisions and shall send the competent bodies such recommendations as may be necessary in order to prevent or make good any injustices.

2. The Ombudsman's work shall be independent of any acts of grace or legal remedies provided for in this Constitution or the law.

3. The Ombudsman's office shall be an independent body and the Assembly of the Republic shall appoint the Ombudsman for such time as the law may determine.

4. The bodies and agents of the Public Administration shall cooperate with the Ombudsman in the fulfillment of his mission.

Besides the traditional roles, there are two toll-free lines: one for children and one for senior citizens.

Its helps you to understand the need of Ombudsman in modern country and also helps you to explore the role and functions of this institutions in different countries.

3.7 Ombudsman in India- Lok Pal and Lok Ayukta

All of us know that after independence India opted for parliamentary democratic system and go for welfare state. So, the work burden has come to the government officials. The over expanding work pressure make the officials arrogant. Hence, India needs a system which protects citizen's grievances. From some time past the government of India has been considering the idea of establishing an Ombudsman on the Scandinavian pattern. It has been argued time and again that the citizens in India today are exposed to the impact of the every rowing multifarious activities of administration over a vast field. In all these sphere the machinery of the states comes directly into contact or conflict with the citizens, and since these affects the later in the pursuit of its delay avocations, they provide sensitive spots out of which spring may causes of public discontent and dissatisfaction.

So, the Government of India has designated several ombudsmen (sometimes called Chief Vigilance Officer or CVO) for the redressal of grievances and complaints from individuals in the banking, insurance and other sectors being serviced by both private and public bodies and corporations.[10] The CVC (Central Vigilance Commission) was setup on the recommendations of Santhanam Committee (1962-64).

In India, Ombudsman is called as Lokpal or Lokayukta. An Administrative Reforms Commission (ARC) was set up on 5 January 1966 under the Chairmanship of Shri Morarji Desai. It recommended two-tier machinery: Lokpal at the Centre (Parlaiamentary commissioner as in New Zealand) and one Lokayukta each at the State level for redressal of people's grievances. However, the jurisdiction of the Lokpal is not extended for judiciary like in New Zealand. The central Government introduced the first Lokpal and Lokayuktas Bill in 1968 and lastly in 2005, which has so far not been enacted.

Lokayukta institution has come into existence in different years, in different States in India. Orissa is the first state to present a bill on establishment of Lokayukta in 1970, however, Maharashtra is the first state to have established the institution in 1972. There after, this institution was established in different States in different years namely: Maharashtra (1972), Bihar (1974), Uttar Pradesh (1977), Madhya Pradesh (1981), Andhra Pradesh (1983), Himachal Pradesh (1983), Karnataka (1984), Assam (1986), Gujarat (1988), Delhi (1995), Punjab (1996), Kerala (1998), Chhattishgarh (2002), Uttaranchal (2002) and West Bengal (2003) and Haryana (2004). The structure of the Lokayukta is not uniform across all the states. Some states have Upa-Lokayukta under Lokayukta and in some states, the Lokayukta doesn't have sou moto powers of instigating an enquiry.

Kerala State has an Ombudsman for Local Self Government institutions like Panchayaths, Municipalities and Corporations. He or she can enquire/investigate into allegations of action, inaction, corruption and mal administration. A Retd. Judge of the High Court is appointed by the Governor for a term of 3 years. The appointment is made under the provisions of the Kerala Panchayath Raj Act.

In the State of Rajasthan, the Lokayukta institution was established in the year 1973 after the Rajasthan Lokayukta and Up-Lokayuktas Act, 1973 was passed by the State Legislature and received assent of the President on March 26, 1973.

In this context it is pertinent to mention here that the first All India Conference of Lokayukta was held at Shimla in May 1986. this conference after due deliberations passed the following resolutions in order to make the institution of Lokayukta still more effective:

1. That the institution of Lokayukta and Upa-Lokayuktas be given a constitutional status.

2. That the nomenclature of the institution should be Lokayukta in every state.

3. That there should be uniformity throughout India in regard to the service conditions of the Lokayukts and the Upa-Lokayukts.

4. That there should be a separate independent investigating agency under the direct control of Lokayukta/Upa-Lokayuktas.

5. That the power of investigation be conferred on the Lokayukta/Upa-Lokayukta.

Thus we find that in India there is a President demand that Ombudsman system should be introduced. Though, several attempts in this regard have been made by political parties from time to time to have Lok Pal and Lok Ayukatas. But yet no Act is passed for formation of Lok Pal. Administrative Reforms Commission set up in 1966 recommended the setting up Lok Pal and Lok Ayukatas on certain lines but that so far remains recommendations.

Check Your Progress

1. In which year was first administrative reform commission set up in India?

2. Who was the first Chairmen of first ARC of India?

3. In which State of India, was the institution of Lok Ayukata first established?

4. Is there any Lok Ayukata in Assam?

5. Is Lok Pal established in India?

3.8 Challenges to the Institution

We already learnt the Ombudsman system in different countries and their activities. We also know that it is an investigating agency or a spokesperson and redress the citizen's grievances. But in some cases we find that Ombudsman does not able to work properly. Let us discuss the challenges to this institution for which it is unable to work properly

It is seen that many restrictions are imposed on the working of this institutions. In this regard we point out the British system, where, restrictions were imposed on his jurisdictions. For example, he can not investigate maladministration on the part of local authorities, hospital boards, and nationalized industries, the police and defense personnel or matters on which a right of appeal was open to the complainant.

In India, restriction too imposed in the working of this institution. For example, The President, The governor of the States and the Judges of the Supreme Court and High Courts are not under his jurisdictions along with some other higher officials as like England. This is preventing them to work properly.

Further Ombudsman is not allowed to question policy, which remained subject to general parliamentary control. Nor he questions the merits of directionary administrative decisions, so long as they were taken legally and alter an appropriate administrative procedure. The investigation has to be conducted in privet. His decisions are prevailed when it is assented by the Ministers or head of the department concern.

Another challenge faced by this institution is control of legislature over its functioning. As we said earlier in some extent Ombudsman has no power to investigate cases against some higher officials or on that case where legislature has fully support. It is due to the democracy, where parliament backed by the majority people, so Ombudsman has no to do anything against the legislature until they are in support of majority. It is also because the appointment system. We know that in almost all country Ombudsman is appointed by the parliament. So there must be the question of political

biasness in the mind of the Ombudsman. In this case he may no take any decision properly.

In the context of UK, we can find the impartiality of some UK Ombudsman services has been questioned. In particular the Local Government Ombudsman - all three current Local Ombudsmen previously served as Chief Executives in Local Government and the Local Government Association played a part in their appointment - have been accused of bias and of merely acting as a rubber stamp.

Nevertheless, the most striking thing about the Ombudsman is his role in humanizing administration. He accomplishes this by acting as a conduit of communication both between the citizen and the government and among civil servants and departments. Not only grievances are remedied, but the likelihood of their re-occurrence is lessened.

Stop to Consider

The ombudsman cannot usually look into the following types of complaint:

- Complaints about nationalised industries
- Problems which can usually be taken to court
- Complaints about the police
- Complaints about things which have not caused the person who's complaining hardship or suffering
- Complaints about government policies
- Complaints reported to an MP more than twelve months after you became aware you had reason to complain
- Complaints relating to services in a non-NHS hospital or nursing home (unless they are paid for by the NHS)
- Decisions an NHS authority or individual providing NHS services has a right to make, even if you do not agree with the decision.

It helps you to understand the matters where Ombudsman has no power of investigation.

3.9 Need of Ombudsman

We already discussed the challenges faced by the institution of Ombudsman due to which he can not work properly. But it is unfair to say that there is no need of such institutions. In a democratic system, the government can not remain complacent to provide grievances and has to work for the exploration of ways and means to remove genuine discontent amongst the people and to promote a sense of satisfaction with and recognition of the merits of the action taken in pursuance of state policies. These arguments in a general way sum up the case for an Ombudsman type institution in the context of every country. Let us discuss the facts why we need such institutions

- ➢ Firstly, as we know over work load delayed the hearing of a court. So for quick hearing we need an institution. That's why Ombudsman came into existence.

- ➢ Secondly, we know that in court case there is need of a huge amount of money. But in the case of Ombudsman it takes a little amount of fees. Economically it is beneficial for the common citizens.

Besides these people needs to know that there is some impartial authority willing to act on their behalf. Psychologically they need a "willing wall", they need to have some outlet to which they can go with their complaints. A large parts of the Ombudsman's job is thus to satisfy complainants, through the impartiality of his investigations, that they have been treated fairly. This

aspect of his work, though not raveled by statistics on the number of complaints found to be justified, is extremely important.

In the context of Switzerland we can say that we need Ombudsman because,

➢ For Monitoring issues relating to gender equality and since 1st of March 2002, equal treatment of students at universities.

➢ Swedish Ombudsman for Children, or Barnombudsmannen. Observes matters affecting the rights and interests of children and young people.

➢ Swedish Disability Ombudsman, or Handikappombudsmannen. Monitors issues relating to the rights and interests of persons with disabilities.

➢ Swedish Ombudsman against Discrimination on Grounds of Sexual Orientation, (HomO), or Ombudsmannen mot diskriminering på grund av sexuell läggning.

Thus we find that, the purpose of this program is to ensure the dependents of active duty personnel have a channel of resources for their needs and quality of life. A command ombudsman can guide us to the help we may need, before, during or after a deployment. The Ombudsman undergoes almost constant training, and is bound by confidentiality in most cases, the exception being any hint of child abuse. An ombudsman meets with department heads aboard to find out the latest news, and pass it on, including news on the people, cutting down on potentially harmful gossip.

SAQ

Do you think that despite the challenges faced by the Ombudsman it can work properly? Give arguments in your favour.(80 words)

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3.6 Summing up

From the above discussion it is clear that the ombudsman system has gained widespread popularity primarily because of its speedy and cheap method of handling appeals against administrative decisions. It is not only an instrument for supervising the administration but also an instrument for protection of citizen's rights. The prestige that traditionally goes with the office and the objectivity and competence of the Ombudsman has contributed to the legitimization of the institution and its worldwide acceptance.

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Unit 4

Accountability

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Contents

4.1 Introduction

As the modern country transformed itself as a welfare state the powers and responsibility along with functions of the public servants are increasing day by day. So, no doubt the chance of the malpractice of power is also increasing. Hence, there need some measures to curb such malpractice of the government officials. One basic norm of the democratic administration is that power should be commensurate with responsibility and the holders of public office should be accountable to the people for the exercise of power or authority. Accountability has become a topic of concern in governance literature. As a consequence, new types of accountability have been sought and identified.

In this unit we shall discuss the shifting conceptualization of accountability in light of governance literature. It argues that this shift can be related to the

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structural changes that have taken place in politics and public administrations from the late 1980's to the present. In this unit we shall also discuss the Ministerial accountability to discharge their functions. In present situation when all countries go for welfarist policy, the duties and responsibilities of bureaucrats are increasing. Hence, the question of accountability is also related with them. An accountable bureaucracy can bring prosperity or fulfill the aspiration of the people. Thus, this unit is an attempt to provide an overall idea of accountability, with its basic components.

4.2 Objectives

Accountability means being able to provide an explanation or justification, and accept responsibility, for events or transactions and for one's own actions in relation to these events or transactions. By the end of this unit you are able to

- *analyze* the meaning and definitions of accountability
- *discuss* the major forms of accountability
- *examine* different aspects of accountability, internal as well as external
- *describe* the framework of accountability which is existing in present society
- *examine the* overall strength and weakness of Accountability

4.3 Meaning and Definition

The word accountable was first used in English language in the year 1583 in the context of financial matter. And even now the financial accountability is remaining as central theme of the government which covers all the functions of the Government. Accountability is a concept of ethics with several meanings. Let us discuss the meaning and different definitions of Accountability on the following section:

4.3.1 Meaning:

Accountability is often used synonymously with such concepts as responsibility, answerability, enforcement, blameworthiness, liability, and other terms associated with the expectation of account-giving. As an aspect of governance, it has been central to discussions related to problems in both the public and private (corporation) worlds. The English word "Accountability" is derived from Latin word *accomptare* (to account), a prefixed form of *computare* (to calculate), which in turn derived from *putare* (to reckon).

Now, accountability is becoming an important topic of concern in governance literature. The growing interest in the issue of accountability is largely explained by the rise of new governance models which are seen to challenge the traditional mechanisms of accountability. The problem of holding politicians and administration accountable for their actions in the new governance environment has been widely acknowledged. As the interest in 'accountability' has increased, the definition of the term itself seems to have become more ambiguous. Scholars have argued that the concept is all but well defined and that the definition of the term has moved and expanded. We can summarize the concept of accountability as

"A is accountable to B when A is obliged to inform B about A's (past or future) actions and decisions, to justify them, and to suffer punishment in the case of eventual misconduct"

In leadership roles, accountability is the acknowledgment and assumption of responsibility for actions, products, decisions, and policies including the administration, governance, and implementation within the scope of the role or employment position and encompassing the obligation to report, explain and be answerable for resulting consequences.

Thus we can analyze the meaning of accountability as it is one form of administrative behaviour where public officials remains obliged to the rule and regulation and should be responsible for their work in front of people.

4.3.2 Definitions:

Already we have learnt that the concept of accountability has been applied in different ways. The usage of the term is argued to have both expanded and gained distance from its original meaning. Here we are going to discuss different definitions of accountability.

According to L. D. White, Public Accountability consists of the "sum total of the constitutional, administrative, and judicial rules and precedents and the established practices by means of which public officials may be held accountable for their official action".

If we analyze this definition we can say that accountability refers to the liability of government servants to give a satisfactory account of the use of official power. It is considered as a check against arbitrary use of authority.

According to Frank J. Thompson, "Government and public administration do not have the right to exclude the citizens from expressing their demands, nor the officials have the right to exclude some one from a fair hearing concerning his/her claim, and it is regarded as accountability of public officials."

The Oxford English Dictionary defines accountable as liable to be called to account, responsible (to far). The Webster Dictionary gives more or less the same meaning when it explains accountability as liability to be called on to render an account.

To sum up we can elaborate it as a means of achieving results. In modern nations public servants have tremendous responsibilities to discharge and we can also say that accountability and responsibility are two sides of the same coin and they go together. In the negative sense it implies holding public officials responsible for their lapses.

SAQ

Do you think that accountability should remove the present obstacle of Indian Administration? (80 words)

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4.4 Major Forms of Accountability

We have already discussed the meaning and definitions of Accountability. In a parliamentary government like the Indian system, the political executive is collectively and individually responsible to Parliament. Again the public officials who are responsible for the continuation of the administration are also responsible or accountable for their works. Form this perspective we can find different forms of accountability. Here in this section we shall discusses the major forms of accountability. Bruce Stone, O.P. Dwivedi, and Joseph G. Jabbra listed 8 types of accountability, namely:

- moral,

- administrative,

- political,

- managerial,

- market,

- legal/judicial,

- constituency relation, and

- professional.

Here we shall discuss only some major forms of accountability

- **Political Accountability**

Political Accountability is the accountability of the government, civil servants and politicians to the public and to legislative bodies such as Congress or Parliament. In a representative democracy, the central purpose of political parties is to organize accountable and effective governance. Again in the parliamentary systems, the government relies on the support of people or the Parliament, which gives Parliament power to hold the government accountable. Political accountability is a relationship that links those in the high positions of administrative structure which are political in nature and appointed and remove freely on the basis of political reason with public administration.

- **Administrative Accountability**

Internal rules and norms as well as some independent commission are mechanisms make civil servant accountable within the administration of government. Within department or ministry, firstly, behavior is bounded by rules and regulations; secondly, civil servants are subordinates in a hierarchy and accountable to the superiors. Infact, there are independent "watchdog" units to scrutinize and hold departments accountable. Again, legitimacy of these commissions is built upon their independence, as it avoids any conflicts of interest. Apart from internal checks, some "watchdog" units accept complaints from citizens, bridging government and society to hold civil servants accountable to citizens, but not merely governmental departments.

- **Parliamentary Accountability**

The concept of Parliamentary Accountability is based on the notion that Parliament, as the highest representative organ of government has the duty to check on the activities of the executive through a number of measures. The mechanisms employed to achieve this accountability is referred to as parliamentary accountability.

- **Professional accountability**.

The term Professional Accountability is first coined by Romzek and Dubnick. They refer professional accountability as a special type of relationship of accountability which is perfectly identifiable that takes place primarily in the world of professions. However, it also may takes place in the general framework of administrative action and accountability. It is based on some specific norms and behaviour which govern the nature and behaviour of a professional group. According to Romzek and Dubnick it is largely based on 'deference to expertise within the organization. This definition stresses expert scrutiny since the technical knowledge inherent in the routines of an expert organisation makes other forms of external control difficult and ineffective. Therefore, the key mechanisms of a professional accountability system are peer-review and expert scrutiny. The method of peer-review might also involve a wider academic community or experts outside the

organisation in question, adding an element of external control to professional accountability. Professional accountability also has a personal aspect to it, since it builds on the professional role of experts and their desire to keep up their professional credibility

- **Judicial Accountability:**

We know that administration is subject to judicial control. It means that the executive is accountable to the Judiciary for its functions. An independent Judiciary strictly supervises the functions of the government. No government can deny the existence of judicial scrutiny. Through the judicial review of administrative acts and decisions Judiciary makes administration accountable.

- **Public Accountability**

Another form of accountability is Public Accountability. On the basis of the unwritten British Constitution we can explain Public Accountability as follows

1. Civil services to the Government

2. Government to parliament, and

3. Parliament to the electorate

- **Democratic Accountability**

Besides the above mentioned forms of accountability there is another form of accountability which is expressed directly as regards citizens or the society as a whole. Thus Democratic Accountability entails the existence of a direct relationship between public administration and the society. It is a relationship in which the society is not only a passive object of administration but rather it adopts an active role as much in relation to the adoption of administrative acts. It is in relation to the request of accountability by the public administration.

Thus, it can be said that accountability is one of the most important concept of present time that no one can be against it. At present it is increasingly used in political discourse and policy documents because it conveys an image of transparency and trustworthiness. Accountability constrains the

extent to which elected representatives and other office-holders can willfully deviate from their theoretical responsibilities, thus reducing corruption. The relationship of the concept of accountability is similar to the concepts like the rule of law or democracy.

Stop to Consider:

Judicial Review as a Means Of Maintaining Accountability:

In its simple meaning judicial review means the power of Judiciary to review the functions of the government as well as the public officials. We can find the judicial control over administration on the following grounds

a. Licensing

b. Delegated legislation, and

c. Adjudication.

In India normally the Judiciary does not interfere with purely administrative action, unless it is ultra vires in regard to its scope or form. It has the power to review only the quasi-judicial decisions of administration on the ground of its being ultra vires or failure to follow the constitutional provisions. However, under article 13 of the Indian Constitution prescribed that administration can be challenged on the grounds of legality. It is not only for the violations of the legislation under which it is made but also because if it violates the fundamental rights enshrined in Part III of the Indian Constitution. Again Judiciary has the power to void any action performed by the government on the ground that if it contravenes any of the mandatory and justifiable provisions of the Indian constitution outside the fundamental rights for example provisions lies in the Article 265, 301, 311 and 314.

Hence it can be said that through Judiciary it is possible to curtail the arbitrary powers of the government and it is possible to make government accountable.

4.5 External aspect of Accountability—Collective and Ministerial Responsibility

It is believed that accountability is the fundamental prerequisite for preventing the abuse of power by the public officials or the Legislatures. Accountability is also used to ensure that power is directed towards the achievement of

efficiency, effectiveness, responsiveness and transparency. An accountable government is necessary to achieve the desired goals of the society. We know that in a Parliamentary democratic system, people elect their representatives through elections and they are accountable to the electorate. In this context we can refer to the example of India. In India our Government is formed by party that forms the majority in the Parliament and they are directly elected by the people. So, for retaining in power they must need the mass support of the people. For this reason they should be accountable to the electorate. Again all the members of the government, i.e. cabinets are responsible to the Parliament for their conducts. On the other hand each member of the cabinet is individually responsible to the Prime Minister for his own business. These provisions are known as the External aspects of Accountability, where government is directly accountable for the tasks. It has two forms—Collective and Ministerial Responsibility. Let us discuss these two concepts briefly

Collective Responsibility means ministers as a whole are responsible to the Parliament for their acts. We have already learnt that every department is headed by a Minister and he is responsible for his work to Legislature and people. Like that all ministers are responsible for their works. If one fails to maintain the minimum support from the Parliament, there is a chance to dissolve the whole Cabinet or the government. It is known as Collective Responsibility of the Cabinet.

We know that in Parliamentary system of government like India, the Executive is responsible to the Legislature. Ministers can hold office only as long as it gains confidence or support of the majority in the Legislature. Any wrong-doing by one can be the cause of dissolution of the Cabinet. In other words, we can say that if one minister fails to work according to the provision of the Constitution or fails to fulfill the aspiration of the people or involves in conspiracy then Legislature has the power to dissolve the whole Cabinet. This responsibility can be enforced by the Legislature through an expression of a want of confidence through various ways as for example rejection of government Bills, censure motion, no confidence motion etc.

We have already learnt that every department is headed by a minister. For any wrong doing of his department, he is responsible and answerable. It is called Ministerial Responsibility or Accountability. As the head of the department he is always answerable to the Parliament. If he is unable to guide the department properly there is a chance of his altercation. For example, in the time of bomb blast in Mumbai, Pranab Mukharjee was holding the post of Home Ministry, but after the blast he was thrown to another department on the cause of his failure to curb the terrorist activity.

Let us look at Ministerial responsibility closely. There are certain matters which fall within his competence for which the Minister is responsible in his personal capacity. He is accountable to parliament for his actions-or lack of them-as well as for all those of civil servants under him. Parliament holds the ministers responsible for anything that goes wrong in his ministry even he had no knowledge of it or did not approve of it. In case of civil-servants actions, he musty obey the decisions of the ministry in other words we can say that he acts as the binding of the minister, the minister must shield and protect him.

However, Ministerial Accountability is more a convention and is a matter of one's conscience, a moral principle. A minister hardly resigns if things go wrong in his ministry, if he has party backing and strong support of the Prime Minister. Nevertheless the fact of accountability can not be denied or wash out.

Hence it can be said that the convention of Collective Ministerial Responsibility is theme of the parliamentary system of government. Ministers, by convention, must be a Member of the Legislature but constitutionally their appointment and dismissal is made by the Prime Minister. Prime Minister has the power to reshuffle his cabinet at any time. This has been interpreted in broad terms to mean that each minister is responsible for his private conduct, the general conduct of his department, and acts done (or undone) by officials. Again the government is constitutionally required to retain the confidence of Lok Sabha. There is a provision that the government resigns or requests Parliament to dissolve it if they are defeated in a vote of

no-confidence. It is done by the Party Leader, i.e. Prime Minister. This provision is termed as Collective Responsibility.

Stop to Consider:

Accountability Institutions and Committee System:

The growth and expansion of the functions of a modern state has reinforced the need for a effective system of accountability with a strong Parliament at its centre sharing the burden of accountability alongside other agencies or "constitutional watchdogs". "Constitutional watchdogs" are "bodies with powers of persuasion and publicity to alter the actions of the executive in areas characterized as constitutional. Committee system is one of the such tools to ensure administrative accountability. Parliamentary committees are much-needed institutional devices that could allow Parliament to exercise its role more effectively to ensure administrative accountability. Now, in many states, Special parliamentary committees—joint parliamentary committees—have been constituted to investigate large-scale allegations of corruption and mismanagement. In India there are two kinds of committees in the Indian Parliament: standing and ad hoc committee. These committees are elected by both houses of Parliament and vary in size and composition. They are established to investigate the cases of maladministration by the parliamentarians and public officials.

4.6 Internal Aspect of Accountability

We have already discussed the External aspect of Accountability, where we studied the ministerial accountability. Here in this section we shall discuss the internal aspect of Accountability. We know that ministers are not permanent executive. They are generalist in administration. It is the civil servants who continue the governmental programmes and policy. Through them policies are implemented. In this unit emphasis has been on administrative accountability. Undoubtedly a civil servant is accountable to Parliament through the minister. But in his daily work, he is accountable to his immediate superior. This kind of accountability is known as internal aspects of Accountability.

It is a form of accountability that normally takes place among the professionals and between the professionals and Ministers. In its vertical dimension it refers to the relationship that links inferior administrative positions with superior political or administrative officials. On the other hand horizontally it refers to the links between the individual administrator and the public administration as a whole with the citizens as the user of the services and other external organizations or organs of supervision or oversight bodies, audits, ombudsman etc. To ensure this aspect of accountability the criteria taken into account is in its classic formulation which is only juridical. The effectiveness of this relationship is depending on the legal and constitutional provisions in force in each country.

Hence, the Internal aspect of Accountability (both the vertical and horizontal dimensions) is based on strict and objective criteria of a legal and functional character. It takes the form of obligations of doing or not doing that bind public officials. For instance, the duty of fulfilling all such obligations linked to the position. Again the duty of obedience and loyalty towards superiors, impartiality of the officials, duty of abiding by the constitution and the duty of using public resources rest on the legal order of the nation. The fulfillment of these duties and obligations is assured in the vertical dimensions of accountability through a wide set of internal mechanism of control and supervision (such as inspectors, auditors, ombudsmen etc.). The general aim of such mechanisms is to assure the strictest compliance of the bureaucrat's performance with the established rules and procedures and the effective use of public resources.

Form the above discussion we can find some characteristics of the internal aspects of accountability as follows:

- Full subjection of the public officials and the administrative units to a wide set of legal, constitutional and formal rules and procedures, that tightly govern their performance.

- Full subjections of public officials and administrative units to instructions and commands issued by officials and bodies superior in the hierarchical order.

- Evaluation based on the fulfillment by public officials and administrative units of the provisions and procedures set by formal rules and regulations.

Hence it can be said that Internal Accountability is characterized by the existence of a set of norms and practices of a technical and professional nature that govern the behaviour and performance of members of public servants.

Check Your Progress:

1. Define Accountability.

2. Examine the concept of Collective responsibility with special reference to Indian Political System.

3. What is Ministerial Responsibility?

4. Examine internal aspects of accountability.

4.7 A Critique of Conventional Mechanism

In simple words mechanism refers to those arrangements by which accountability is maintained. In India there exist various devices by which accountability is maintained. For example for financial control within the executive, various parliamentary committees are set up and finance minister is there for monitoring the finance of the government. The Indian counterpart of the Ombudsman is the Lokpal who looks into the complaints against administrative acts of ministers and civil servants. The Lokayuktas are to be appointed in each state to look into complaints of mal administration in government agencies. However, these devices are not sufficient to bring efficiency in the administration or they are unable to make officials accountable. Let us discuss the limitations of such mechanism.

- Administrative accountability is conditioned by the political structure of a country. For example the nature and extent of administrative accountability will be different in a federal system from that in the

unitary government. The problem is more complicated in country like India where personnel of the All India services are recruited and regulated by the union government but are appointed to work under state governments, autonomous organizations, corporations etc. they can not be held fully accountable to the latter because they remain under the disciplinary power of the former.

- Secondly, administrative accountability is limited in situations in which may be called "non-administration". It is really very hard to insure administrative accountability where there is hardly any administration worth the name. In those administrative systems where decisions are taken by bypassing the formal administrative institutions and procedures, it becomes almost next to impossible to except proper administrative accountability. There are administrative systems in the world where positive inducements to work are lacking and negative inducements for not doing anything are many. In this circumstance it is difficult to achieve administrative accountability.

- The working of the process of accountability is not simple and easy. The professional ethics of a person may come into conflict with his administrative ethics. This is particularly so where specialists or professionals are employed in government organizations. Here administrative accountability is limited by the internalized value structure of the specialists. For example doctors employed in government hospitals owe primary allegiance to the norms of the medical profession. They may justifiably protest against the rules which conflict with their professional and ethical relationship with patients.

- As stated before, we have some parliamentary committee to ensure accountability. In all parliamentary democracies, these types of committees play a pivotal role in ensuring accountability of the executive. In Presidential form of governments like the USA, Congressional Committees play this role. But these committees are unable to work properly if the government have absolute majority or they get the support of the people.

- As mentioned earlier India has the Institution of Lokpal at the central level for ensuring accountability of ministers and civil servants. But due to lack of interests of our parliamentarians it is still waiting for enactment.

- As explained above, accountability being culture oriented operates within the cultural atmosphere of a political system. The nature and meaning of administrative accountability, to a large extent, are, therefore, defined by it.

Nevertheless, the accountability of administration is brought through various kind of controls to which it is subject. Under the modern democratic government, these controls flow from

- The Legislature

- The Electorate or the people

- The administrative superiors

- Professionals bodies

- The courts

In other words, accountability of administration is political, administrative, professional and judicial. The extent of accountability of administration to one or another of the above controlling authorities depends upon the constitutional system of the country.

Stop to Consider:

Administrative Reforms and Administrative Accountability:

Administrative Accountability is that form of accountability that suffers more dramatically the impact of the new administrative reforms. It can be said that the theoretical conception of the new public management contradicts all the fundamental elements administrative accountability is based. Classic principles of Administrative Accountability such as compliance with administrative rules and procedures which are the basic operational and evaluating principle for the realization of accountability, but due to the lack of autonomy of administrative

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units and officials along with the strict subjection to the organic hierarchy are reversed by the new public management principles. For example, focus on the results of administrative action, and the autonomy of the administrative units and individual officials that is drawn from deregulation and decentralization. It brings the question of the replacement of the old system of accountability with the new one. However, in none of the countries in which this process of reform has been implemented, has the old system been fully replaced by the newer. They just concentrated only on certain areas of public administration to reform, even where these reforms have been made, they have kept many elements of the old system. Hence it can be said that though the reforms are made in the administration the old system of administrative accountability coexists with the new system.

4.8 Towards a Framework of Accountability

In addition to the formal structures and informal models prevalent in different states to enforce accountability in public administration, a few more are suggested by scholars are as follows:

- **Representative Bureaucracy:** to ensure that administration remains accountable to the needs of the people, some scholars have pointed to the potential importance of representative bureaucracy. This view holds that democracy will be served if bureaucrats mirror certain key characteristics of society. It was first coined by Kingsley, which grew out of recognition of the inadequacy of the traditional legal-institutional controls for insuring administrative accountability in a modern social service state.

- **Public Participation:** Direct involvement of the people in the administrative process constitutes one of the major efforts to ensure administrative accountability. Public participation consists:

  1. Consultation throughout the planning process

  2. Public representation on decision- making boards and

  3. Community control over funds and expenditure.

However public participation would fail to ensure administrative accountability unless such participation educates the citizens to be informed about the broader socio-economic characteristics of the community itself. The value of participation varies depending on who is participating at what stage of the administrative process and what kind of activity they are doing. The important issue is what kind of participation is appropriate to a given task and given environment.

- **Positive Content:** Accountability must be imparted positive content. At present it is devaluated, at least in India. It must become sensitive to reward and punishment and must not remain one-sided as it now. The commonly seen administrative scenario like listless performance, playing safe, not providing leadership and drive to the organization etc. must be discouraged.

- **Administrative Reforms**: Accountability is performance based and result oriented. So in a responsible system of government rules and procedures must be simplified to enable public servants to avoid delays caused by unnecessary procedures. Decentralization, delegation, devolution, and de-concentration are vital to accountability. So there is the need to reform administrative reforms. Especially, in training, promotional matters. Public administration is apt to become more accountable if it shows a greater degree of disposition to welcome more of management in it.

- **Innovative Practices:** Innovative practices like sun-set legislation, zero based budgeting, social audit, freedom of information etc. should be adopted to enhance accountability.

To conclude, it can be said that efforts to ensure accountability are not an unmitigated blessing; they can heighten the sluggishness of bureaucracy. James Fesler rightly remarked that an abundance of negative controls creates a pervasive climate of distrust, which can demoralize those on whose we depend for achievement of public programmes. External controls, to administration may displace or undermine internal administrative controls.

The desire for accountability must be weighed against responsiveness and the ability to achieve policy ends efficiently and effectively.

SAQ:

Do you think that People's participation in administration make civil servants accountable? Give reasons in support of your answer. (80 words)

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4.9 Summing up

From the above discussion we come to the conclusion that an effective mechanism of accountability is essential for effective and efficient public administration. But in practice it is not easy to enforce accountability. It is so because of composite decision-making, diffused responsibility and frequent transfers. Whenever serious administrative lapses take place, enquires are conducted to punish the guilty ones. But it is difficult to pinpoint responsibility. The administrative reforms commission of India had given vital recommendations regarding accountability in public administration along with rewards and punishment. Accountability can not be enforced. It develops through proper education and training. It has many forms but all are interrelated. An aggrieved citizen can go to a court of law. Then there are vigilance authorities or ombudsman through which citizens can get redressal of their grievances. We find that for ensuring accountability in administration there exists many devices, but unfortunately, all methods are not more effective in the long run than self control or self regulation. A public official will act correctly if he wants; he can not be forced to do right in every time. This is so important considering the fact that despite rules and regulations which civil servants must adhere to, there is still a wide area of

administrative discretions. It is here that ethical standards come in. there must be that inward sense of personal obligation which assumes that officials have ethical values and professional standards to guide them.

4.10 References and Suggested Readings:

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