



RAS

Rajasthan Administrative Services

Rajasthan Public Service Commission

Volume – 11

**Public Administration and
Management, Sports & Yoga,
Behavior and Law**



RAS

Public Administration and Management

Volume – 11

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1 CHAPTER

Administration and Management

Meaning

- 'Administer' is derived from the Latin word administrate, which means 'to care for or to look after people, to manage affairs'.
- In literal sense, the term 'administration' means "management of affairs" - public or private affairs.
- Administration is a process encompassing all collective efforts, be it public or private, civil or military, large-scale or otherwise, and is thus of universal nature.
- Administration means organising and using men and materials in order to accomplish a purpose or a goal.
- It joins groups of people who coordinate and cooperate in order to achieve the desired goals.

Definitions

- According to L.D White, Public administration is the activity required for the implementation of public policy.
- Felix A. Nigro defines public administration as-
 - Co-operative group efforts in a public setting,
 - Covers all the three branches of the government that is executive,
 - The legislative and judicial branch of the government,
 - Public administration has an important role to make public policy and its implementation,
 - It also associated with various private groups and providing public services to the people.
- According to Luther Gullick "Public Administration is that part of the science of administration which has to do with Government and thus concern itself primarily with the executive branch where the work of the Government is done."
- E.N.Gladden : "Administration is a long and slightly pompous word, but it has a humble meaning, for it means, to care for or look after people, to manage affairs ... is determined action taken in pursuit of a conscious purpose".

Nature of Public Administration

In terms of nature there are also two divergent views in public administration.

Integral View

- From this perspective, Public administration refers to all activities from clerical to managerial activity of the administration.
 - That means integral view proposes that administration is the sum totals of all activities of manual, clerical or managerial.
- In simple terms, all the work processes done by the government officials from peon to executive officers are the part of public administration.
- L.D White and Woodrow Wilson, Marshal E. Dimock are the main supporters of this view.

Managerial View

- In it, Public administration refers to only managerial activity of the administration.
 - That means in this view administration consists of the work of only those people who are performing managerial functions.
- Activities of clerical, manual and also technical departments are excluded from the range of public administration.
- Luther Gulick, Henry Fayol, Herbert Simon are the main supporters of the managerial view.

Scope of Public Administration

- Traditional writers restrict the scope of public administration to only one branch (executive) of the government.
 - But modern administrative thinker extends the scope of public administration to all branches (Executive, Legislature, and Managerial) of the government.
- There are also two views in the scope of public administration:

- **POSDCORB View**

- It is given by the prominent administrative scholar Luther Gulick and Lyndall Urwick.
- According to them every administration should have seven elements.
 - These seven elements are acronym as POSDCORB.
- Each letter of this acronym implies one element of administration.
 - **P- Planning**– It is the task of managers of every administration to plan everything that needs to be done and the methods for doing them to accomplish the purpose set for the enterprise.
 - **O- Organizing**- Every organization needs to be well organized. Managers should allocate the task to their employee and others subordinates by the proper techniques.
 - **S- Staffing**- Staffing refers to the whole personnel function of bringing in and training the staff and maintaining favorable condition for work.
 - **D- Directing**- It refers to the continuous task of making decisions and embodying them in specific and general order and instructions and also serving as a leader to the enterprise.
 - **CO- Coordinating**- It is the important duty of the manager to coordinate between coworkers and executives.
 - **R-Reporting**- It is referred to inform every report of the work to the executives.
 - **B- Budgeting**- All that goes with budgeting in the form of fiscal planning, accounting and control.

- **Subject Matter View**

- It simply refers to the subject matter of public administration.
- M.E Dimock said that “administration is concerned with ‘What’ and ‘How’ of the government.”
 - The ‘What’ is the subject matter, the technical knowledge of a field, which enables the administrator to perform his task.
 - The ‘how’ is the technique of management, the principles according to which the co-operative programs are carried to success.
 - Each is indispensable; together they form the synthesis called administration.”
- Public Administration as a discipline consists of several branches or subject matters such as-

- Organisational, Administrative Theories and Behaviour
- Public Personnel Administration
- New Public Administration
- Comparative Public Administration
- Development Administration
- Public Policy
- Governance
- Good Governance
- E-Governance
- Corporate Governance
- Social Welfare Administration
- New Public Management

Significance of Public Administration

- It plays an important role-
 - **As an Instrument for Providing Service**
 - Services such as education, health, housing, social security, and a lot more are provided to the citizens.
 - Without public administration, the services provided by the government can never reach to the people.
 - **As an Instrument for Implementing the Laws and Policies of the Government**
 - The government makes laws and policies for the interest of the people. Public administration puts them into reality.
 - **As an Instrument for Development and socio-economic Change**
 - After the second world war, a lot of nations emerged.
 - After independence, public administration played a crucial role for their socio-economic development.
 - Eg, in India, it played a very important role by implementing the poverty alleviation programs, employment assurance schemes, community development programs, electrification of remote villages, road construction, etc. which has been more conducive to the overall improvement of India.
 - **As an Instrument for the Sustainable Development**
 - That means economic development without harming the environment.
 - Administrators are playing a significant role for the protection of environment.
 - All the environmental issues are solved through public administration.

- **As an Instrument for National Integration during crisis**
 - Eg, after the partition in India, there was a crisis of national integration, and public administration played a very important role to overcome this situation.
 - ✓ It helped in the rehabilitation process of the refugees and integrated the princely states with Indian territory.
- **As an Instrument for Community Development**
 - Different races and religions live in every country.
 - ✓ Therefore, a common policy for all does not apply effectively.
 - Public administration gathers neutral information about each community in the society and based on that information the government makes policies and the public administration applies those policies to that particular community.
 - ✓ So public administration also has a leading role in community development.
- **As an Instrument for Public Safety**
 - Public Administration provides a lot of services that make citizens secure such as fire, police and medical services, and more.
- **As a Separate Academic Discipline**
 - As time goes by, the importance of public administration to the people is increasing.
 - Now it has become essential to study the administrative system of the government.
 - ✓ Therefore for better understanding and its development, public administration as an academic discipline has emerged.

Role of Public Administration in Developed and Developing societies

Role of public administration in developed societies

- Public administration plays an important role in formulation of policies for the development of countries.
- It provides numerous services to the public and serves their interest in many ways.
- It is the administration which ensures the security and protection of life and property of members of the society maintaining proper law and order.

- Public administration provides a range of services like education, health, cultural requirements, insurance, housing, unemployment benefits, communication and transport etc.
- It plays an important role in bringing about the economic growth of the country by operating Industries, giving loans etc.
- Most of the developed States, especially of Europe are called administrative states and their bureaucracies perform certain specific functions.
- The public administration in these countries perform regulatory functions & while ensuring the enforcement of law and order, collection of revenue and the National Defence against aggression.
- Challenges faced
 - Lack of coherence between numerous service providing Agencies and regulatory bodies.
 - Dominance of politicians in the matter specialised domains of bureaucracy.
 - In the developed countries the economic depression has put immense pressure on the services provided by the Government

Common Characteristics of Developing Nations:

- **Size and Income Level:** 141 developing countries that are permanent members of the United Nations, 72 have less than 15 million people and 51 less than 5 million.
- **Historical Background:** The economic structure as well as their educational and social institutions,, have been modeled on those of their former colonial rulers.
- **Industrial Structure:** The vast majority of developing countries are agrarian in economic, social and cultural outlook.
- **Low Level of Living:** In developing nations, general levels of living tends to be very low for the vast majority of people.
 - These low levels of living are manifested qualitatively and qualitatively in the form of low income, inadequate housing, poor health, limited or no education, high infant mortality, low life and work expectancy and in many cases.

Role of public administration in developing societies

- Public administration has met the rising expectation of people - governments of developing countries are expected to provide basic amenities to various sections

of society such as women, aged persons, children, the poor, and other weaker sections of society.

- Bureaucracy helps the political executive to formulate good policies for the Welfare of targeted persons and gets the policy implemented to get maximum output out of it.
- It plays a crucial role in improving the living standard of people.
- **Role in socio economic development**
 - Developing countries are in the stage of transformation and may lack in infrastructure, Technology, resources, manpower etc., so the governments of these countries have responsibility for the overall development of people.
- In developing countries they have limited resources, so these kinds of policies are framed through which the resources can be equally distributed among citizens.
 - **Effective performance of traditional functions which support development effort**
 - The traditional function of government is to maintain law and order.
 - There is no development of society without maintaining it.
 - In developing countries most sections of society can disturb law and order to fulfil their demands, which creates hurdles in the developmental process, so here public administration has a vital role in stopping such activities, such as riots.
 - **Developing a sense of nationhood**
 - A sense of nationhood is the key in a country's development, but most of the Nations don't have it, due to ethnic and communal conflicts, caste and, religious rivalries all these things threaten the development and Nation's unity.
 - Bureaucracy plays a vital role in preservation of national unity and integrity and it tries to resolve the dispute of different sections of society.
 - **Helps democracy to survive**
 - In most developing countries Democracy is not as strong as it needs to be, because people of these countries do not have much experience with democratic systems.

- ✓ Therefore, these countries require the support of the Administration for survival of their democracy.

Evolution of Public Administration in India

- History of Indian administration traces its roots to Ancient India.
- Since the earliest times, the monarchical system was used in public administration in the execution of governmental functions.
- There are two basic features of the Indian administrative system which continued right down the ages:
 - The importance of the villages as a primary unit
 - Coordination between the two opposite trends of centralisation and decentralisation.
- The powers of administering the states were centralised in the hands of the king during the ancient period in India.
- During the Vedic period the king was assisted in his work by many officers.
 - He was surrounded by a circle of his friends and principal officers.
 - There is a reference regarding this in the two epics of Ramayana and Mahabharata.
- A similar reference is also to be found in Manu Smriti and Sukra Niti.
- In Kautilya's Arthashastra is obtained a detailed account about the offices of the state for the first time in the history of India.
- The year 1773 was a landmark in the growth of Indian Administration.
 - Before 1773 there was no central authority in the country.
 - The 1773 Act restricted the powers of the presidencies from making war or treaties without the sanction of the Governor-General in Council.
 - This confirmed the British Parliament's control over East India Company's affairs.
- The Pitt's India Act of 1784 placed Indian Affairs under the direct control of the British Government, by establishing a Board of Control representing the British Cabinet, over the court of Directors.
- The Indian administrative structure is largely, a legacy of the British rule.
- The various structural and functional aspects of Indian Administration like secretariat system, all-India services, recruitment, training, office

procedures, local administration, district administration, budgeting, auditing, centralising tendency, police administration, revenue administration, and so on, have their roots in the British rule.

- The British rule in India can be divided into two phases
 - Company Rule till the year 1858
 - Crown Rule from 1858-1947.
- The year 1858 itself was a year of great event in that the administration of the Government of India passed into the hands of the British Government from the East India Company.
- The important stages during the period 1858-1950 were as under:
 - Government of India Act 1858, Indian Councils Act 1861, Indian Councils Act 1892, Indian Councils Act also known as Morley-Minto Reforms 1909, Government of India Act also known as Montague-Chelmsford Reforms 1919, Government of India Act 1935, Indian Independence Act 1947, and the Adoption of Indian Constitution 1949.

Evolution of Public Administration as a discipline

The evolution of public administration from the end of the nineteenth century to the present has taken place in the following 6 phases.

Phase 1- Politics Administration Dichotomy (1887-1926)

- Woodrow Wilson's "The Study of Administration" was the first to present the demand for separation (Politics Administration Dichotomy) between politics and administration.
- His claim to distinguish between politics and administration was reinforced in the early twentieth century with the publication of Frank Goodnow's book, "Politics and Administration: A Study in Government" (1900).
 - He is known for the intellectual father of American Public Administration.
- It is said that while it is the responsibility of politicians to make political decisions, politicians do not have the

experience or excellence needed to implement this decision.

- Therefore, to implement these policies (decisions) successfully, qualified and trained employees are required.
- Only the administration can rely on efficient and sustainable implementation of government policy.
- The scholars of this phase have practised more on the (Locus) basis of public administration.
 - The bureaucratic institution of the government is the mainstay of public administration.
- The legislature decides in the discussion what the will is; the judiciary resolves problems in the implementation of that state will or policy;
 - On the other hand, the administration applies that reality with the help of statesmen.
 - Thus the division between public administration and politics is drawn and this phase is marked as a politics-administration dichotomy.
- At the beginning of the twentieth century, public administration was recognized as a separate discipline in American universities.
- At this time the public administration staff had a very close relationship with public administration theorists and researchers.
- The New York Bureau of Municipal Research was established in 1906 to make local government work a success, and in 1911 the organization established the first school of public administration known as the Training School for Public Service.
- The year 1926 is very important in the theoretical discussion of public administration because this year L D White published his book "Introduction to the study of public administration".
- This book is considered as the first textbook in public administration and this book highlights the politics-administration dichotomy more clearly.

Phase 2 – Principles of Administration (1927-1937)

- 1927 is considered to be the beginning of the second phase of the evolution of public administration as the book "Principles of Public Administration" by W F Willoughby was published in the same year.
- The book is considered the second most important publication in public administration after White's book.

- In this phase of the evolution of public administration, discussions on public administration have been tried as scientific discussions since this time.
 - It is thought that there are a number of scientific principles in the discussion of public administration that need to be disclosed.
- If these principles are consciously applied by the administrators in appropriate places, it is possible to increase work efficiency and also to develop public administration as a scientific discipline.
- Frederick Winslow Taylor's book Principles of Scientific Management (1911) speaks to the application of four numbers of principles to enhance the efficiency of the organization.
 - The development of a true science of work.
 - The Scientific selection, training, and progressive development of the workman.
 - The close coordination between the science of work and the scientifically selected and trained men.
 - Equal division of work and responsibility
- In addition to Taylor, Gantt (Gantt chart), Gilbert (Flow Process chart) and H. Emerson (The Twelve Principles Efficiency) are similarly spoke of applying scientific principles to repeat skills in the industry.
 - Overall, these ideas are called scientific management school.
- This phase is basically called the golden age in the history of public administration.
 - Because the aspect of intellectual practice of public administration peaked at this time.
- The writings of several famous administrative theorists help to give a different dimension to public administration.

Author Names	Book Names	Year
Henry Fayol	General and Industrial Management	1916
Mary Parker Follet	Creative Experience	1928
James D. Mooney and Alan Reiley	Onward Industry, Principles of Organization	1931, 1940
Gullick and Urwick	Papers on the Science of Administration	1937

- The writings of several famous administrative theorists in the phase 2.
 - **Henry Fayol**
 - He gives 14 principles for better outcomes from the administration.

- These are –
 - ✓ Division of Work
 - ✓ Authority and responsibility
 - ✓ Discipline
 - ✓ Unity of command
 - ✓ Unity of direction
 - ✓ Subordination of individual interest to general interest
 - ✓ Remuneration
 - ✓ Centralization and Decentralization
 - ✓ Scalar chain
 - ✓ Order
 - ✓ Equity
 - ✓ Stability of tenure of personnel
 - ✓ Initiative
 - ✓ Esprit De Corps

○ **Gullick and Urwick**

- Among the most common principles of administration, Gullick and Urwick's POSDCORB is particularly noteworthy.
- This is an acronym of 7 functions of the administration.
 - ✓ P- Planning
 - ✓ O- Organizing
 - ✓ S- Staffing
 - ✓ D- Directing
 - ✓ CO- Coordinating
 - ✓ R- Reporting
 - ✓ B- Budgeting

○ **James D. Mooney and Alan Reiley**

- They also provide four principles for increasing administrative efficiency.
 - ✓ Coordination
 - ✓ Scalar Process
 - ✓ Functional Differentiation
 - ✓ Line and Staff

Phase 3 – Era of Challenges (1938-1947)

- The way in which public administration has developed over the years with its emphasis on principles has faced some intellectual challenges with the publication of Chester I Barnard's book "The Functions of the Executive" in 1936.
- In this phase of the evolution of public administration, basically, the theoretical concept of public administration is challenged from two perspectives.

- First, a new generation of theorists thought that the dividing line between politics and public administration was never possible.
- Second, the administrative theories that have been published since 1940 criticize administrative principles.
 - The question arises as to whether there is a universal and ultimate principle in the administration.
- In the book “Elements of Public Administration”, edited by F M Marx, all the writers, through their articles, point out the futility of the dividing line between politics and public administration that has been prevalent for so long.
- The way in which public administration was portrayed as a value-neutral issue is denied by each of these writers.
- A new group has set out to promote the idea that scientific management is not the last word in administration, but that social and environmental factors are an effective force.
 - This group is known as the Human Relations School.
- Modern scholars believe that the research that some researchers at Harvard University started on the Hawthorne Plant, initiated by the Western Electric Company in Chicago, started an ideological revolution in administration and organizational theory.
- Researchers such as Elton Mayo, F. J. Rothlisberger concluded from their research that innovation of principles and its application alone do not lead to the improvement of production or production methods.
- The human component of management is also important.
 - By human elements, they mean the work environment, the intentions of the director and staff, satisfaction, and so on.
- Herbert Simon welcomes the application of scientific ideas in the field of administration and management, but in this case he considers the principles given by the proponents of scientific management or traditional writers as No more than proverbs.

- He presented the Rational Decision Making Model by exposing the ambiguity and inconsistency of the theory of scientific management.
- Robert Dahl also (like Simon) believes that it is not a matter of inventing or applying advanced methods or techniques of administration, but of judging the social, historical, sociological, economic and other environmental forces in the social sphere in which the administration is formed.
- This is because the impact of this environmental force on the development of the administration is particularly significant.
- Dahl also has argued that there are three problems in the scientific theory of public administration (classical theory of administration).
 - The exclusion of the normative elements from the administrative theory.
 - There have no human aspects in scientific administrative theories.
- Those Theories are only based on a few examples drawn from limited national and historical settings.
 - This proves that classical theories are unscientific in nature.

Phase 4 – Crisis of Identity (1948-1970)

- The politics and public administration dichotomy and the application of universal principles in the field of public administration have been abandoned by the theorists of public administration since the 1950s.
- Administrative theorists of this time recognized the relationship of public administration with politics.
 - As a result, public administration became dependent on political science.
- In this situation, there is confusion about what is the discussion area of public administration.
 - This is why this phase of public administration is called crisis of identity in public administration.
- To overcome this identity crisis, public administration came to be seen as an interdisciplinary subject.
- In this phase, several sub-topics emerge in the subject matter of public administration such as-

Emerging Concepts	Contributors
New Human Relations theory	Chris Argyris, Douglas McGregor, Rensis Likert, Warren Bennis.

Comparative Administration	Public	F.W Riggs and others
Development Administration		Edward Weidner, F.W Riggs
Administrative Development		F.W Riggs

Phase 5 – Public Policy Perspective (1971- 1990)

- Another recent development of the administration is the discussion of public policy perspective.
- It gained popularity through pluralistic interpretations, communication theories, and The Science of Muddling through.
- The aim of this theory is to establish which social, political and economic or personal forces are effective in policy making.
- Robert A. Dahl, James Wilson, Charles E. Lindblom, Yehezkel Dror, Vincent Ostrom, all point out the mutual importance of different forces (social, political and economic, environmental) in policy making.
- During this time, the context of politics has gained special importance in the discussion of public administration.
 - Accusing the conflict between politics and administration as narrow and self-serving, the new writers have identified administration as a problem of political theory.
 - This was mainly in the United States and Europe.
- Dwight Waldo, Wallace Sayre, Peter Self and others have emphasized the concept of administrative public policy.
 - They want to spread the concept that politics is the environment of administration.
- They are interested in judging the administration in terms of relevance, values, democracy and change as much as in politics.
 - This new trend of public administration is known as New Public Administration.
- It was said that the administration would play a more client oriented and effective role from the point of view of politics.
- It should also be noted that since World War II, the discussion of public administration has been incomprehensible not only in developed countries, but also in third world countries.

- So the word development administration is significant in administration today.
- The third world countries are focused through the comparative public administration.
 - The main goal of comparative public administration is to study third world country's public administration and theory building through comparative analysis.
- How much active role the state can play in planning, policy formulation, policy implementation, how much priority can be given to the policy of public welfare and public cooperation in administration is considered as the primary goal in development administration.
- F. W. Riggs, Donald C. Stone, John D. Montgomery, Edward Weidner, Fredrick C. Mosher, and others who have conducted significant research on development administration.
- Thus it can be said that the concept of the development of the science of administration, which began in the last half of the nineteenth century, has become more mature in the latter half of the twentieth century.
- New interpretations and analyzes have been developed in the field of administration and management by utilizing the advancement of science and technology.

Phase 6 - 1991 - Present

- However the so called NPA movement, which had triggered hopes and aspirations of the Negroes and feminists in America, proved to be monstrously unsuccessful in catering to the expectations of the socially deprived class.
- At the Boston Annual Conference (1987) of the American Society of Public Administration, it was decided to hold Minnowbrook conference II in 1985 to facilitate a general examination of the future of Public Administration and to determine whether important discipline differences exist between people who entered Public Administration in 1960's and those who entered in the 1980's.
- Watergate Scandal increased the already existing cynicism towards government, and propelled the students to think in terms of 'less of government' moves to cut out waste corruption and control over bureaucracy was emphasized.

- The concept of positive state started giving way to regulatory state.
- More privatization, contracting out more voluntarism, more third party government became watchwords.
- In 1994 a conference of Common Association for Public Administration and Management in Canada synthesized the foundation of New Public Management.
- It seeks to reorient the public administration to suit the changing dynamics brought about by liberalisation and Globalization.
 - The theoretical formulations of New Public Management were concretized in work of J.V. Ostram "Calculus of a Concept" etc.
- The study and practice of public administration has taken many strides from classical, politics, administration dichotomy to contemporary New Public Management.
- Apart from certain setbacks on account of its temptations to be exclusive, it has shown results.
 - If it is to remain relevant in the Globalized world, Public Administration needs to take cognizance of multidimensional aspect of administration.
- It needs to acquaint itself with new tools to analyze the impact of culture and ethos of the society where it is instrumental.
 - This has become more warranted in a globalized world.

Recent Trends in Public Administration

- In the age of globalization, the rise of information technology is having an impact on people's lives, as well as every part of the system of government.
 - Because of this advancement several concepts also have developed in public administration in recent times.
- The 1980s and 1990s saw significant changes in the administrative systems of developed nations.
- From hierarchical, disciplined bureaucratic administration to flexible, transparent, citizen-centric administration is an important aspect of this change.

- Naturally, with this in mind, the mentality of studying public administration in a new way can be noticed from the 1990s.
- The wave of change that was seen in the administrative activities was also felt in the intellectual practice of the administration.
- The trends of that new practice in public administration are-
 - Managerialism
 - New Public Management
 - Market-based Public Administration
 - Entrepreneurial Government
 - Governance, Good Governance, and E-Governance
 - Public-Private Partnership (PPP)

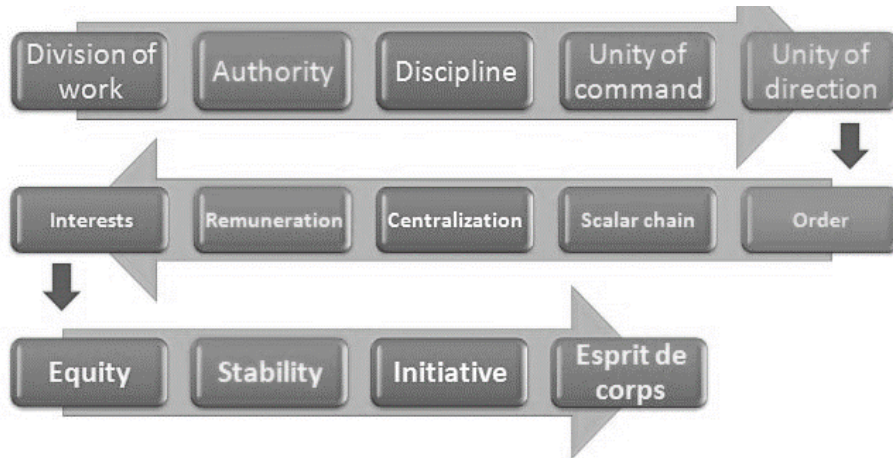
Principles of Public Administration

Contribution of classical thought to classical theory

Henry Fayol's Contribution

- According to Henry Fayol, all the activities of a business enterprise could be divided into the following six groups:
 - Technical activities (relating to production)
 - Commercial activities (relating to buying, selling or exchange).
 - Financial activities (relating to search for and optimum use of capital i.e. finances)
 - Security activities (relating to protection of the properties and personnel of the enterprise)
 - Accounting activities (relating to a systematic recording of business transactions, including statistics also).
 - **Managerial activities**
 - Planning
 - Organising
 - Commanding
 - Coordinating
 - Controlling

General principles of management as per Henry Fayol



1. Division of work/ labour

- It is a famous principle of Economics, invented by the traditional eminent economist, Adam Smith.
- Fayol had applied this principle, in the context of the management of business enterprises.
- Division of work leading to specialisation results in increased human efficiency; as through the application of this principle, much more production is possible with the same amount of human efforts.
- Fayol recommended the application of this principle at both the levels in an organisation operational and managerial.

2. Authority and responsibility

- Authority is the key to a managerial job.
 - It is the power inherent in a managerial position which enables a manager to command subordinates to work towards the attainment of enterprise objectives.
- Responsibility is the reverse of authority; its essence is an obligation owed by a subordinate to the superior (from whom authority is received) for the proper performance of the job for which authority is granted to the former.

Certain observations, worth noting in this context are:

- Of the two terms, authority and responsibility, the former is primary and latter is secondary or conditional.
 - Responsibility is a corollary and natural outcome of authority; and cannot exist independently.
- In order that excessive authority is not misused by the holder of it, and responsibility could be fixed in

an exact and fair manner; there must be maintained a balance between authority and responsibility known as the principle of parity of authority and responsibility.

3. Discipline

- It means obedience to the rules of the organisation, on the part of both-managers and subordinates – including outward marks of respect shown by subordinates towards superiors.
- It is necessary in an organisation; if the organisation is to function properly and prosper and grow.
- Point of comment:
 - Discipline requires good managers.
 - Superiors can expect discipline of subordinates; only when they themselves are disciplined.

4. Unity of command

- According to this principle, a subordinate must get orders and instructions, only from one superior at a time.
- The obvious reasons for the application of this principle are:
 - Confusion on the part of a subordinate regarding whose orders he must obey is done away with.
 - If there is more than one superior dictating terms to a subordinate; the latter would always be in a state of confusion.

- Fixation of responsibility in an exact manner on a subordinate by the superior issuing orders and instructions is facilitated.
 - A single superior issuing orders and instructions to a subordinate can easily seek an explanation from the subordinate as to why the work was not done properly by him; when proper authority and work facilities had been provided to him for that purpose.

5. Unity of Direction

- Unity of direction (or similarity of guidance) implies that for each group of activities having the same objective, there must be 'one head and one plan'; or similar activities must be guided in similar ways.
- It is essential for achieving unity of action, in the pursuit of common objectives by a group of persons.
 - As such, observance of this principle is a great aid in facilitating coordination, on the part of management.

6. Subordination of individual to general interest

- Whenever, there arises a conflict between individual and group objectives, the management must help in arriving at reconciliation between the two set of objectives.
- Further, in case of need, the individuals must sacrifice, in favour of larger group objectives.

7. Remuneration of personnel:

- It is the price paid or payable to people – managers and workers – for their services rendered towards the attainment of the enterprise objectives.
- Since the question of remuneration is of vital importance for a smooth functioning of organisational life, making for good or bad industrial relations; Fayol recommends that the system of remunerating personnel must be such as affords maximum satisfaction to both-employees and employers.

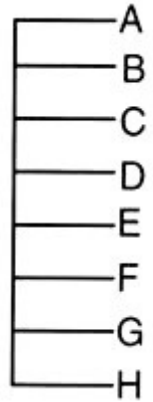
8. Centralisation

- It is a rightful compromise between centralisation and decentralisation.
 - 'Centralisation' - a reservation of decision-making authority at top levels of management.

- 'Decentralisation' - a dispersal of authority from the central (top-level) points to middle, and specially lower levels of management.
 - Management must, therefore, strike out a balance between centralisation and decentralisation.

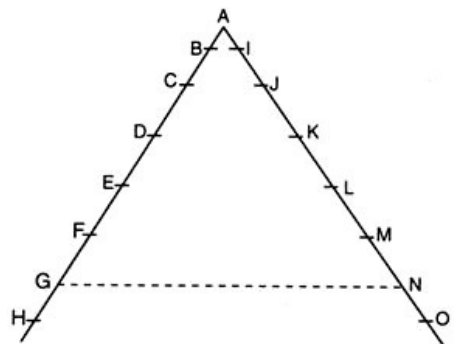
9. Scalar chain

- It is the chain of superiors (i.e. managers) with grades of authority ranging from the highest to the lowest.
- In the scalar chain, each upper link is a superior; each lower links a subordinate.
 - For example in the above figure, as between B and C, B is a superior and C his subordinate; as between C and D, C is a superior and D his subordinate; and so on for all other links in the scalar chain.
- The uppermost link of the scalar chain represents the manager of the highest rank (i.e. H, in this figure); the lowest most link represents the manager of the lowest rank (i.e. A, in this figure).



The Concept of 'gang Plank'

- As a short-cut to scalar chain, and without violating it, Fayol suggests the concept of 'gang plank' – in cases the scalar chain is represented by a double ladder.
- Here a gang plank is represented by the dotted line, which links G to N, in a direct manner.
- A gang plank allows two managers at the same level in the organisation to deal directly with each other without, of course, violating the scalar chain.



- It allows speedy decisions and saves much of time and inconvenience involved were the scalar chain followed strictly.
 - Eg, in the above figure, if instead of dealing with each other through the gangplank G and N follow the scalar chain; the communication from G will first climb up to A via F, E, D, C, and B and next it will climb down to N from A via I, J, K, L and M.

10. Order

- It implies a systematic arrangement of things and personnel.
- Accordingly, order is classified by Fayol into two types of orders viz.,
 - Material order (or physical order)
 - Social order (or human order)

11. Equity

- It is a sense of 'fairness and justice' to all working in an enterprise.
- Observance of equity alone would make personnel loyal and devoted to the organisation.
- The principle of equity could thus, be described as follows:
 - Loyalty and devotion must be elicited (extracted) from the personnel through a combination of kindness and justice, on the part of managers, while dealing with their subordinates.

12. Stability of tenure

- In the interest of the efficiency of organisation and management, it is imperative that personnel must stay in the organisation for as long a period as possible.
 - This might be called the principle of the stability of tenure.
- A minimum rate of labour turnover (movement of people into and out of an enterprise) is inevitable, for reasons of retirement, death and other permanent incapacities of personnel and also for reasons of coping with the requirements of growth and expansion of the enterprise.
 - However, unnecessary labour turnover must be avoided at all costs; as it is both a cause and an effect of bad management.

13. Initiative

- It refers to the freedom to think out a plan and its execution.
 - It is, in fact, one of the keenest desires of, at least, an intelligent employee, to have initiative in matters relating to his work.
- Accordingly, the management must provide initiative to employees as a measure to motivate them.

14. Esprit de corps (or union is strength)

- It is a simple common proverb, which refers to the strength or power associated with a group, when the members of the group work whole-heartedly in full co-operation with one another.
- As a principle of management, esprit de corps (or union is strength) indicates a lesson to management to take steps for promoting team spirit among the group, as it will greatly facilitate the most effective attainment of common objectives.

Contribution of Mooney and Reiley

- They also provide four principles for increasing administrative efficiency.
 - Coordination
 - Scalar Process
 - Functional Differentiation
 - Line and Staff

Gullick and Urwick

- Among the most common principles of administration, Gullick and Urwick's POSDCORB is particularly noteworthy.
- This is an acronym of 7 functions of the administration. These are-
 - P- Planning
 - O- Organizing
 - S- Staffing
 - D- Directing
 - CO- Coordinating
 - R- Reporting
 - B- Budgeting

Scientific Management

Contribution of FW Taylor

- He was named the "Father of Scientific Management".
- He was a scientist and conducted many kinds of research on the efficient utilization of workmen.

Continuous Improvement initiatives, BPR (Business Process Reengineering), and other tools like them.

- These promote individual responsibility, and seek to push decision making through all levels of the organization.

Scientific and Traditional Management - Differences

Scientific Management	Traditional Management
Its prefers Scientific approach for selection, training and placement of employees.	Its Practices recruitment and allotment of work directly to employees.
Work on research and experimentation.	Its works on trial and Errors.
Productivity is more	Productivity is less
Efforts to reduce the waste.	Efforts to produce more w/o caring waste
Quality of work is assured	Not Assured.

Human relation theory/ELTON MAYO

- This theory came as a reaction to the classical approach, which stressed on formal structure.
- The classical school neglected the human side and under emphasised on the socio-psychological aspect of organisation.
- George Elton Mayo was in charge of certain experiments on human behaviour carried out at the Hawthorne Works of the General Electric Company in Chicago between 1924 and 1927.
- His research findings have contributed to organisation development in terms of human relations and motivation theory.
- What he found however was that work satisfaction depended to a large extent on the informal social pattern of the work group where norms of cooperation and higher output were established because of a feeling of importance, physical conditions or financial incentives had little motivational value.
- People will form work groups and this can be used by management to benefit the organisation.
- This theory gained popularity after the famous studies of human behaviour in work situations conducted at the Western Electric Company from 1924 to 1933.
 - These studies eventually became known as the 'Hawthorne Studies' because many of them were conducted at Western Electric's Hawthorne plant near Chicago.

Illumination Experiments

- The Hawthorne researchers began with illumination experiments with various groups of workers.
- This experiment involved prolonged observation of two groups of employees making telephone relays.
- The purpose was to determine the effects of different levels of illumination on workers' productivity.
- The intensity of light under which one group was systematically varied (test group) while the light was held constant (control group) for the second group.
- The productivity of the test group increased each time the intensity of the light increased.
 - However, productivity also increased in the control group which received no added light.
- The researchers felt that something besides lighting was influencing the workers' performance.

Relay assembly test group experiments

- In a new set of experiments, a small group of workers were placed in a separate room and a number of things were changed;
 - wages were increased
 - rest periods of varying length were introduced
 - the workday and workweek were shortened.
 - The researchers, who now acted as friendly supervisors, allowed the group to choose their own rest periods and to have a say in other suggested changes.
- Workers in the test room were offered financial incentives for increased production.
- Over the two-year period, output went up in both the test and control rooms (surprisingly, since the control group was kept on the same payment schedule) steadily regardless of changes in working conditions. Why?
- Part of the answer may be attributed to what has come to be called the 'Hawthorne Effect'.
 - The workers knew they were part of an experiment.
- They were being given special attention and treatment because of the experiment.
- They were consulted about work changes and were not subject to the usual restrictions imposed from above.
- The result of this special attention and recognition caused them to carry a stimulating feeling of group pride and belongingness.
- Also the sympathetic supervision received by the members might have brought about improved attitudes toward their jobs and job performance.

- At this stage, the researchers were interested in finding out clear answers to the question – Why did the attitudes of the employees become better after participation in the test room?

Interviewing Programme

- Mayo initiated a three-year long interview programme in 1928 covering more than 21,000 employees to find out the reasons for increased productivity.
- Employees were allowed to talk freely (non-directive interviewing) and air their opinions in a friendly atmosphere.
 - The point demonstrated by this interviewing programme is central to the human relations movement.
- If people are permitted to talk about things that are important to them, they may come up with issues that are at first sight unconnected with their work.
- These issues may be, how their children are doing at school, how the family is going to meet the ration expenses, what their friends think of their jobs, and so on.
 - Taking about such matters to a sympathetic listener who does not interpret is therapeutic.
- When researchers began to examine the complaints made by the employee, they found most of the complaints to be baseless.
- Many times nothing was done about the complaint, yet, after an interview the complaint was not made once again.
- It became apparent that often workers really did not want changes made; they mainly wanted to talk to an understanding person who did not criticise or advise about their troubles.
 - Thus, for the first time, the importance of informal work groups is recognised.
 - To find out more about how the informal groups operated, the bank wiring room experiment was set up.

Bank Wiring Room Experiment

- In this experiment, 14 male workers were formed into a small work group and intensively observed for seven months in the bank wiring room.
 - The men were engaged in the assembly of terminal banks for the use in telephone exchanges.
 - The employees in the group were paid in the regular way depending on the efficiency rating plus a bonus based on average group effort.

- Thus, under this system, an individual's pay was affected by the output of the entire group and by his own individual output.
- It was expected that highly efficient workers would bring pressure to bear on less efficient workers in an attempt to increase output and thus take advantage of the group incentive plan.
 - However, these expected results did not come about.
- The researchers found that the group had established its own standard of output and this was enforced by various methods of social pressure.
- Output was not only being restricted but individual workers were giving erroneous reports.
- The group was operating well below its capability and was levelling output in order to protect itself.
 - Thus, work group norms, beliefs; sentiments had a greater impact in influencing individual behaviour than did the economic incentives offered by management.
- Pros:
 - Man is not motivated by money alone; to motivate people, a healthy social climate is necessary.
 - If treated well, human beings can expand their energies and show good results.
 - Groups have more influence on workers than organisation rules.
 - Friendly supervision ensures good results, better morale and healthy interpersonal relations.
- Cons:
 - Mayo overstressed experimentation and drew conclusions on the strength of observations about a small sample of employees.
 - The experiments lacked a scientific basis.
 - The choice of work, the employees, the work environment, etc. was not scientific.
 - The conclusions of Hawthorne experiments were open to doubt as the sample was not sufficiently representative.
 - Mayo exhibited pro-management bias by thinking that management knows what is best for workers (who are mostly driven by emotions, sentiments, etc.).
 - Mayo wanted to humanise the workplace by keeping workers in good humour always.
 - However, there is no guarantee that happy workers will be productive.

Criticism of human relation theory

- It lacks scientific validity.
- Behaviour of the workers during the experiments was not natural. It was actually the Hawthorne effect which gives their best when observed.
- It is pro-management and anti-union.
- It gave little attention to the formal relation while putting greater emphasis on the informal relations.
- This theory is not aware of the economic dimension and neglects the nature of work.
- It could not explore the multi-dimensional phenomenon of human motivation.
- Marxists say that it is a new technique to exploit workers as it de-emphasised economic factors.
- It is over-concerned with happiness.
- It does not recognize the conflict as a creative force.
- It ignored the environmental factors of workers' attitudes.

Behavioral Systems Approach

- The behavioral approach to public administration owes its genesis to the Human Relations Movement of the 1930s.
- The movement started off as a protest to the traditional approaches to public administration that focused on organisations, institutionalisation, rules, and code of conducts etc with absolutely no mention of people who are the center of all these activities.

C.I. Bernard carried out experimental study to find out about human behavior. He proposed the idea of a formal and informal organization. Formal organization is created when 2/more people are willing to cooperate, communicate with each other for winning a goal.

- Thus an organization has rules designed to anticipate and shape behavior in direction of goals and has formal status, structure with clearly marked lines of communication.
- Thus elements of an organization are:
 - Communication
 - Willingness to cooperate
 - Common goal.
- Those who have positive willingness are more than negative willingness then only an organization remains.
 - The commitment of individuals fluctuates causing unstable conditions in organization.
- Informal organization is a natural system.

- It is the aggregate of personal contacts and interactions and associate groupings of the people.
- Informal leads to formal.
- Both coexist together.
- Formal are vitalized by informal who have functions like:
 - Communication of intangible facts, opinions, suspicions
 - Maintaining willingness to serve, self discipline group, minimize excessive checks of political influence.
 - Maintenance of feeling of personal integrity, respect, choice.
 - It preserves personality of individuals against certain effects of formal organization which tend to disintegrate personality.

Features

- Descriptive, analytical not prescriptive. It believed behavior of individuals of an organization can be studied to develop generalized statements.
- Focus on informal relations, communication patterns in organization.
- Focus on motivation, leadership, decision making, power, authority.
- Inter-disciplinary.

Main characteristics:

- Pays attention to individual, his relationship to administration.
- Focus on both formal, informal organizations.
- Focus on means of communication as administration is considered as aggregate of human relations.
- Focus on theory of legitimacy i.e. why people feel they must obey orders.

Significance of behavioral style:

- Hypothesis were tested in cross cultural, cross national context to check validity. Thus boosting comparative public administration.
- Highlighted inadequacies of classical theories.
- Scientific methodology was boosted.
- Proved administration can be influenced by human sentiment, perception, environment.
- Shifted focus from structures to people. Focus on communication and informal organizations too.