BLOCK II:

THEORIES OF PUBLIC ADMINISTRATION-I

Unit 1 :
Classical Theory : Scientific Management Theory

Unit Structure :

1.1 Introduction:

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

1.2 Objectives:

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

this theory in terms of the growth of a new administrative and managerial culture.

After reading this unit you will be able to

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

1.3 Background of Scientific Management Theory:

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

The term 'Scientific Management" was coined by Louis D. Brandies at a meeting of engineers held in October, 1910. Later, Taylor borrowed the idea and subsequently used it in his famous work Principles and Methods of Scientific Management published in 1911. As a result of Taylor's efforts, the practice of management began to change from a simple mundane problem-solving approach to a more comprehensive and integrated approach.

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

strongly upon monetary incentive systems, believing that human beings are primarily motivated by money.

Stop to Consider:

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

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

management is suitable only for manufacturing, Taylor himself advocated scientific management for all sorts of work, including the management of universities and government.

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.

Stop To Consider :

Basic Principles of Scientific Management Theory:

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

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Check Your Progress

1. Trace the background of the emergence of the Scientific Management theory.

2. Choose the correct statement from the following:

   a. In scientific management, each position is placed in a hierarchy and under the authority of the higher level.

   b. There is an overall improvement in industrial management as a result of this theory.

1.3.2 Principles of Scientific Management Theory :

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

Standardization of Work Methods : Taylor's first principle of Scientific Management is related to the development of a scientific method for each task. It will replace the rule of-thumb in management. This, he observes, can be achieved by scientifically investigating the working conditions and the total quantum of work to be performed by the workers. After due consideration of these elements, the daily task assignments will be given. The worker operating under the scheme of Scientific Management is given higher rate of pay in comparison to one operating in an unscientifically managed factory. However, the worker will be penalized if he fails to achieve the desired level of output. Taylor observes that if the output of the worker achieves a level of excellence under the conditions mentioned, the worker will be rewarded; but conversely, if he fails in increasing his output penalty is imposed on him.

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

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

Cooperation between Management and Workers : Taylor's last principle

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

1.3.3 Objectives of Scientific Management Theory:

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

- Taylor wants to respond to the challenges of the modern industrial revolution which require the optimum utilization of all available resources—human and material.

- Another objective of Taylor is to raise production and promote efficiency with economy in industry. Taylor believes that this can only be done by the application of scientific devices.

- Another objective of Taylor is to systematize the managerial problems and work procedures in industrial establishment.

- Taylor is also motivated by the objective of appropriate time management. He is in favour of prescribing standard time limit for each operation in the industry.

- Taylor also wants to increase the efficiency of the workers through the method of scientific training.

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

Stop To Consider:

Original Aims or Objectives of Scientific Management And

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

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

2. To avoid wastage of human and material resources in order to get larger income from expenditure. This income should be shared between the management and the workers.

3. Management should ensure a happier home and surrounding to the worker by removing the disagreeable factors.

4. Individually and socially, healthy conditions of work should be provided to the members of the organization.

5. Maximum opportunities should be provided for the highest development of individual's capacity through scientific method of work assignment and selection, training, transfer and promotion.

6. Training should be imparted to workers so that they may develop newer capabilities and at the same time become eligible for promotion.

7. Steps should be taken to develop self –confidence and self-respect among the workers.

8. An atmosphere of research should be created where workers can develop the capacity to express and understand the aims and objectives of the organization.

9. In order to promote justice, discrimination in wages should be avoided.

10. Factors which cause conflict and a feeling of intolerance should be eliminated from the environment.

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

1.4. Features of Scientific Management Theory:

Taylor introduces many concepts not widely accepted during his time. For example, by observing workers, he decides that labour should include breaks so that the worker has the time to recover from fatigue. He proves this with

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

Features of Scientific Management Theory

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

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

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

Stop To Consider:

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

SAQ:

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

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1.5 Critical Appreciation:

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

• It ignores individual differences. The most efficient way of working for one person may be inefficient for another;

• It ignores the fact that the economic interests of workers and management are rarely identical leading to frequent resentment and sometimes sabotage by the workforce of both the measurement processes and the retraining required by Taylor's methods. Both difficulties are recognised by Taylor but not fully addressed by the managers who only see the potential improvements to efficiency.

Taylor believes that scientific management cannot work unless the worker benefits from it. In his view, management should arrange the work in such a way that one is able to produce more and get paid more by teaching and

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

Some other Criticism of this theory

- The Approach has been criticized on the ground that it has neglected the human dimensions of administrative problems.

- This leads to a series of Psychological and Sociological studies. As a result, the Hawthorne experiment (1927-1932) emerges which proves that logical factors are less important than emotional factors in determining productive efficiency.

- The critics are of the view that the Scientific Management Approach has resulted in the mechanical functioning of the administrative organisation.

- The critics are also of the view that this theory has initiated a trend of excess use of formalism in administrative organisation leading to the loss of the much needed personal touch in administration.

- The critics have stated that there has been a wrong notion on the part of the scientific Management theory. The theory believes that it will be possible to motivate the workers for higher efficiency simply by raising the salary structure. But, the critics have stated that besides the salary structure there are many other important motivating factors. The other dimensions of a proper working condition have been completely ignored by the theory.

- The critics are of the view that Scientific Management Approach is hostile to trade unionism which is an essential attribute of a democratic system. According to the critics, this theory destroys the spirit of collective bargaining and goes against the provisions of collective bargaining.

- The theory has been rejected as a mechanical interpretation of the problems of organisation both in the field of industry and administration. However, it must be noted here that Taylor's theory has certain strong points also. It has contributed a lot towards increasing industrial efficiency. Of course, the component of human behaviour of organization is under emphasized in Taylor's work, but certainly it is not entirely neglected. Nevertheless, Taylor's theory clearly stands at the roots of a global revival in theories of scientific management in the last two decades of the 20th century, under the moniker of 'corporate reengineering'. As such, Taylor's ideas can be seen as the root of a very influential series of developments in the workplace. Taylor advocates the goal of eventual elimination of industry's need for unskilled worker. For him, to ensure efficiency in administration, a proper training should be provided to all the workers. Because even the most skilled worker possessing no knowledge of administrative operation in any form does not perform efficiently. This has come to be known as commodification, and no skilled profession, even medicine, has proven to be immune from the efforts of Taylor's followers, the 'reengineers', often called derogatory names such as 'bean counters'.

Check Your Progress

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

2. Choose the Correct one:

   a. The Scientific Management theory favours the adoption of unscientific /Scientific/unsystematic/chaotic methods in the field of industrial work.

   b. This theory has contributed towards increasing industrial leadership/bargaining/salary/efficiency.

1.5.1 Impact of Scientific Management Theory

After learning about the Scientific Management theory, we will now address the impact of the theory. This impact is felt not only on labour but also on management. In the early years of the 20th Century, the Scientific Management Approach has greatly influenced the industrial enterprises in

U.S.A. Most interestingly, even in Soviet Union, the principle is emphasized by Lenin in 1920. The administrative thinkers all over the world are motivated to emphasize the dimension of 'efficiency' and 'productivity' of organization. However, the following points will offer us a better understanding of the impact of the Approach.

- As a result of this theory, there is an overall improvement in industrial management.

- Wastage of human and material resources is minimized with the help of this theory. It also helps in effecting a better and effective utilization of labour and material.

- As a result of this theory, increasing opportunities are provided to labour by placing the workers in a better position, giving them higher wages, limiting their working hours and above all by creating better working conditions for them.

- The movement also provides guidelines to the management to develop an effective organization.

- This theory emphasizes the importance of planning and the concept of control in management.

- Moreover, this theory has provided the guideline of cooperation between labour and management. This sort of cooperation forms the base of every successful management.

    Thus, in the above section we have discussed the impact or influences of Scientific Management Theory, which is writ large in each and every industrial organization. In brief we can summarize its influence as follows:

- Scientific approach improves business management and process

- Gives importance to compensation for performance

- Begins the careful study of tasks and jobs

- Gives importance to selection criteria

Check Your Progress

1. Analyse the impact of Scientific Management theory in improving efficiency in administration.

2. Mention the qualifications necessary for the selection of the workers as specified by Taylor.

3. Write a note on the improvements of the working environment in an

organization brought by the application of Scientific Management theory.

4. Write a note on the merits and demerits of Scientific Management theory.

1.6 Summing Up :

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

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

1.7. References and Suggested Readings

1. Mohit Bhattacharya, Public Administration, The world Press Pvt. Ltd, 2000.
2. Avasthi and Maheshwari. Public Administration, L.N.A, Agra, 2002.
3. James G. March and Harbert A Simon, Organizations, New York, John Wailly and Sons, 1958.
4. The Principle of Scientific Management, F.W Taylor, New York, Harpers Brother, 1947.
5. Shop Management, F.W Taylor, New York, Harpers Brother, 1947.

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

Unit-2 :
Human Relation Theory

Unit Structure

2.1 Introduction:

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

2.2. Objectives:

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

After reading this unit you will be able to

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

2.3 Background of the theory (Hawthorne Experiments):

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

As we have seen, in the context of successful operation of contemporary organizations, the most important point of view apart from complying with formal rules and operating procedures to maintain high quality productivity is concerned with managing individual employee's satisfaction and motivation. Unlike the classical perspectives of management such as Scientific Management and Bureaucracy, the importance of informal social factors in the work place such as co-worker relationships and group norms that influence employee motivation and performance is highlighted in the 'Human Relations Movement'. The Human Relations Movement emphasizes the importance of the working environment for employees as a socialized natural group in which social aspects for both employees and managers take precedence over functional organizational structures. Elton Mayo is regarded as the founder of both the Human Relations Movement and of Industrial Sociology. He has expressed the basic idea that workers had strong social needs which they tried to satisfy through membership of informal social groups at work place. Mayo claims that scientifically clarified rules, strict work procedure and incentive money payments are not the only stimulus to inspire workers and other factors like group standards, sentiments and security are also equally important.

The Human relations approach had its origin in a series of studies conducted between 1927 and 1932 by a group of researchers from Harvard University at the Hawthorne Plant of the Western Electric Company at Chicago. Elton Mayo was the head of this research, and his studies were published by Roethlisberger and Dickson. Besides these thinkers Mary Parker Follett,

Elton Mayo, Chris 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.

Stop To Consider :

The Impact of Human Relations Theory :

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

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**
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> Do you think that Hawthorne Experiments are influential in understanding the nature of Human Relation in an organization? (80 words)
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2.4 Features of the Human Relation theory:

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

- Group Power: The behaviour of individuals in organizations is strongly influenced by group standards. As we know a standard level of productivity is enforced by the group which also provides a shield against executive reprisals and acted as a restraint on executive power.

- Effectiveness of Supervision: Effective communication supplemented by a willingness to facilitate worker's participation in decision making is the key to effective supervision.

- Social Norms: In their experiment Mayo and his group say that the principles of administration such as "Division of Work" are not so important in organization. The level of organizational effectiveness is determined by social norms.

- Rewards: One of the basic features of this theory is that the system of reward is more powerful in increasing productivity than the management system of economic incentives.

- Sanctions: Like reward, sanctions also work as a powerful factor in organization. Sanctions of one's work give them extra energy or mental satisfaction to work more which in turn helps in productivity.

- Self-Management: As the Hawthorne Experiments proved the improvements in productivity follow from the decision of the researchers to allow the women employees to work as a collegial and self-managing group. Any change in the work schedule is effected after close consultation

with the workers.

To sum up, we can say that Hawthorne Experiments contain startling findings on the attitudes of the employee to work and supervision and disclose the tendency on the part of employees to form small social groups with their own status system, behavioural patterns, beliefs and goals which may be different or even opposed to the stipulations and prescriptions of the formal organization.

SAQ

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

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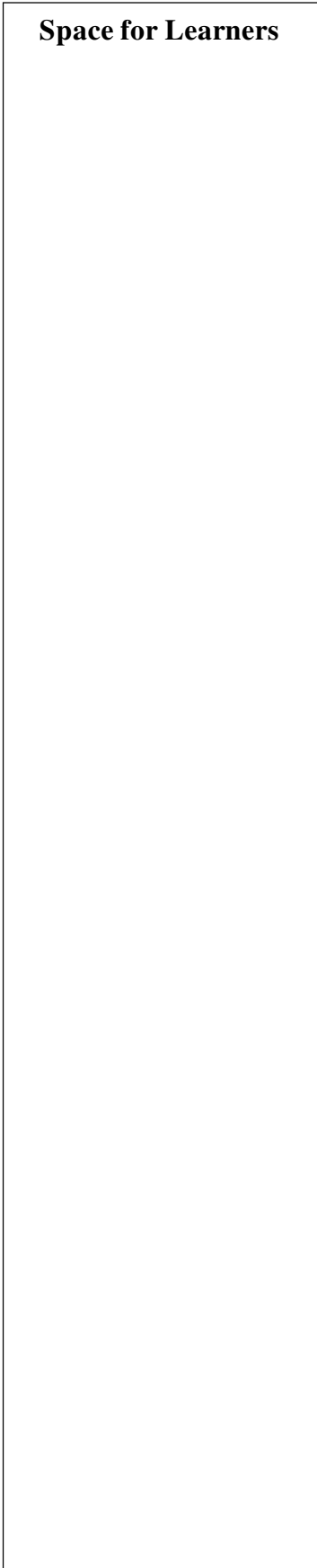
2.5 Critical Appreciation:

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

•   Critics have argued that Mayo's theory fails to deal with the reality of conflict in workplace.

•   Secondly, the human relation approach appears to be conceptually weak, as it lacks the capacity to explain complex problems of organizational behaviour. It implies that all problems can be solved if management expertly applies human relations techniques to the process of supervision and puts emphasis on informal relations and harmony. It disregards the roles of formal structure, technology and conflict.

•   The theory ignores several factors of employee's attitudes and behaviour, particularly those which operate outside the organizational environment. To elaborate we can cite the example of the social background of workers.

•   The assumptions of this theory concerning human motivation also fail to recognize the complexity and diversity of human needs and satisfy these needs only partly.

•   Marxists regard this theory as a technique to exploit the workers. But it is not correct to say that this theory completely fails to explain the organizational problems. There are always and everywhere departures from the official versions of organization. The informal organization is customary.

Stop To Consider:

Douglas McGregor and Human Relations theory:

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

2.5.1 Impact of the Theory

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

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

Check Your Progress

1. Critically examine the Human Relations theory in the light of Hawthorne Experiments.

2. Examine the impact of Human Relations theory in administrative organization.

3. Mention the basic features of Human Relations theory as reflected in the Hawthorne Experiments.

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. Thus, from the above discussion, it is clear to all of us that 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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Space for Learners

Unit-3
System Theory

Unit Structure

3.1 Introduction:

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

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

In this unit,we will study system theory in public administration in details. A

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

3.2 Objectives:

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

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

3.3 Meaning and Definitions:

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

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

ii) the whole consisting of parts;

iii) the whole existing apart from the other wholes;

iv) each whole influencing the other and in turn, being influenced by itself;

v)   the parts of the whole are not only inter-related, but they interact with one another and in the process creating a self-evolving work;

vi) the parts relate themselves into a patterned relationship, while the whole exists, and keeps existing.

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

itself over time.

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

a) The components of a system are interrelated and interdependent, unrelated and independent components do not constitute a system. One of the important aspects in studying a system is to determine the relationships amongst the components.

b) A system needs to be viewed as a whole, it should not be usually broken down into constituent parts, as one might lose sight of the system in its entirely. However, the focus should be on subsystems that constitute a large system.

c) Systems are goal seeking in some way, the interacting components reach some final state or goal, an equilibrium position of goal attainment.

d) System have inputs and outputs, they are dependent on some set of inputs to process and to attain the system's goals. All systems produce some output needed by other systems.

e) All systems transform inputs into outputs, usually the form of the output differs from that of the input.

f) Systems exhibit entropy. Entropy describes the state of a closed system (no inputs from outside the system) where all elements move towards disorganization and the inability to obtain and process inputs as a result of which the system is unable to produce outputs. Information processing is critical to the survival of systems.

g) The system must have a mechanism to regulate its interacting components so that its objectives will be realised. Planning, control and feedback are associated with this regulatory function.

h) A system usually consist of smaller subsystems. The nesting of smaller systems within larger ones forms a hierarchy that is characteristic of the systems theory.

i) We usually find differentiation in complex systems, that is, specialised units perform specialised tasks.

j) Systems generally exhibit equifinality, that is, some final state that can be reached from several different paths or starting points. In other words, there are multiple ways to achieve the goals of the system.

According to Prof. Kaplan, the system theory is the study of a set of inter-related variables, as distinguished from the environment of the set and of the ways in which this set is maintained under the impact of environment

disturbances. Webster defined a system as "a set or arrangement of things so related or connected as to form a unity or organic whole." Talcott Parsons defined a system as "the concepts that refers both to a complex of interdependencies between parts, components and processes that involves discernible regularities of relationship and to a similar type of interdependency between such a complex and its surrounding environment."

3.4 Basic Concepts:

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

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

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

3.5 Typology of System:

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

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

3.6 Classical Theory Vs System Theory: An Analysis:

There are two schools of thought on organization, namely, classical approach and system approach. The classical approach consists of three independent

streams of thought, viz. scientific management, bureaucratic model or administrative theory. All three emphasise the formal structure of organization to the neglect of informal relations and environmental factors. Hence, the classical theory is also known as Universal Design Theory.

On the other hand, the system theory considers the informal relations and environmental factors in addition to the formal structure of the organization. Hence, it is also known as the Situational Design Theory.

The differences between the school of classical theory and the school of system theory can be discussed as follows:

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

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

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

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

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

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

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

3.7 Critical Evaluation:

The system theory is criticized on the following grounds:
Firstly, it is criticized as too abstract, over-conceptual and a vague approach to the study of the organization. The critics say that the conceptual framework provided by the system theory for understanding organization is too abstract.

Secondly, the critics say that the approach lacks the property of direct

application to practical situation.

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

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

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

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

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

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

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

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

3.8 Summing Up:

Systems theory is one of the modern approaches which has been introduced

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

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

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Unit-4
Behavioural Theory

Unit Structure

4.1 Introduction:

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

In this unit, we will study meaning and salient features of behavioural theory. You will come to know the development of this approach which includes the genesis of behavioural movement in the discipline of public administration and its emergence as an approach. This theory primarily focused on the study of human behaviour in different administrative settings. The theory makes an attempt to conduct scientific study of organizational behaviour as it seeks to develop practical propositions about human behaviour in the organizational setting by undertaking systematic, objective and empirical

studies. Hence, we will discuss eight basic scientific foundational stones of behaviouralism in this unit. The major exponents of this theory are- Herbert Spencer, David Easton, Chester Bernard, Abrahan Maslow, Douglas McGregor, Chris Argyris, Herzberg, Rensis Likert, George Homans, and so on and so forth. Therefore, we will make an attempt to discuss contributions of some exponents towards the development of the approach. Moreover, since behavioural theory is also subject to some limitations, you will come to know about such criticisms.

4.2 Objectives:

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

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

4.3 Meaning of Behavioural Theory:

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

The theory of behaviouralism pays increased attention to the individual and his relationship to the administrative organization since it focuses more realistic study of the nature of authority, decision making process and motivation. The earlier approaches, particularly Scientific Management of Taylor, on

the other hand, considered the individual rather as a thing or a means without taking into account the different aspects of his personality.

4.4 Salient Features of the Behavioural Theory:

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

➢ It pays more attention to the dynamics of organizational behaviour, that is, motivation, leadership, decision-making, power, authority, and so on.

➢ It is descriptive and analytical rather than prescriptive. It is concerned with the actual behaviour of people in the organization. In other words, it deals with the facts of organizational behaviour. It believes that behaviour of people in the organization can be studied and investigated objectively with the intention of developing generalized statements.

➢ It emphasizes the informal relations and communications patterns among the people working in an organization.

➢ It is empirical in methodology. In other words, it advocates scientific methods like field study, laboratory study, and so on.

➢ It is mainly concerned with quantification, mathematisation and formal theory construction. It seeks to promote the scientific content of the study of administration. Thus, unlike the classical thinkers who stressed the provincial approach, the behaviouralist stressed the universal approach, that is they claim to explain the organizational processes which are common to many kinds of organizations.

4.5 Development of the Behavioural Theory:

The genesis of Behaviouralism in Public Administration can be traced to the Elton Mayo's Hawthorne Experiments, conducted during 1928-32. These experiments succeeded in highlighting the importance of human dynamics in administration by challenging the mechanistic character of the classical scholars work. The Hawthorne studies not only confirmed the existence of informal organizations within formal structure but also brought to light the importance of human relations in influencing the organizational performance. Prior to him, the writings of M.P. Follet inspired new thinking in this discipline. Her contribution to the development of behavioural approach cannot be overlooked. Rather, her writings can be regarded as precursor to the human relations as well

as behavioural movement. In her famous work entitled "Dynamic Administration", she introduced concepts like law of situation, constructive conflict, democratic leadership, power authority and control etc. which led to inspire scholars from Harvard Business School under the leadership of Elton Mayo to conduct a series of experiments popularly known as Hawthorne Experiments. The findings of these experiments resulted in providing a serious jolt to the classical and scientific management thinking.

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

Herbert Simon was the next contributor to this approach in the field of public administration. He was very much influenced by the pioneer works of M.P. Follet on group dynamics in organizations and Human Relations approach of Elton Mayo. Besides this, Barnard's famous work (Functions of the Executive) also had deep imprints on Simon's thinking. In essence, many of Barnard's ideas are found in Simon's prime work Administrative Behaviour. Simon tried to provide a sound basis to this approach. He wrote an article Proverbs of Administration in which he shattered the classicists' claim of universality of the principles of public

administration. He called these principals no better than "proverbs". He finds that the principles evolved by the classicists were applicable only in contextual settings and thus, are inconsistent when applied to actual organizational situations. He was of the firm belief that the traditional theories apart from being narrow in scope, lack realism.

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

Check Your Progress

1) What are the salient features of behaviouralism?

2) Discuss the evolution of behavioural theory.

3) Name four exponents of behavioural theory.

4.6 Contributions of the Exponents:

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

4.6.1 David Easton-the Eight Basic Premises of Behaviouralism:

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

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

• Regularities- discoverable uniformaties in human behaviour which can

be expressed in theories or generalizations enabling explanation and prediction.

- Verification- Only empirically tested and verified knowledge can be accepted.

- Techniques- adopting appropriate methods for collecting, recording and interpreting data.

- Quantification- measurement and manipulation of data in administrative analysis, but only where possible, relevant and meaningful

- Values- being value neutral or separating values from facts as ethical evaluation and empirical explanation are two different things.

- Systematisation- both research and theory building must be systematic and be viewed as inter-twined parts of organized knowledge.

- Pure Science-establishing a link between theoretical understanding of administration and application of knowledge to practical problem solving.

- Integration- Inter-disciplinary focus facilitating cross fertilization of concepts and theories among the social sciences.

Stop To Consider

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

(i) Research on bureaucracy, belonging to the Weberian Stream.

(ii) Human relations research focused on motivations and concerned with increasing job satisfaction.

(iii) Research on the inter-relationships of motivations of their participants.

(iv) Research on the decision making process.

4.6.2 Herbert Simon-decision making in Behaviouralism:

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

The publication of Simon's seminal work Administrative Behaviour in 1947 led to provide further impetus to the behavioural movement in public administration. In this book he advocated behavioural research in

administration. While highlighting "administrative behaviour" Simon observed that it is "a part of the behavioural sciences and the study of public administration should involve the study of individual and collective human behaviour in administrative situations".

He developed two interrelated concepts: 'bounded rationality and satisficing' which basically constitute the core of his entire intellectual activity. These two concepts primarily focused on the limits of human and organizational gathering and processing of information. These ideas discarded the concept of economic man and provide impetus to the behavioural study of organizations. In his book, he makes the assumption that administration can be reduced to science 'simply by applying logic to organization and decision making'. He maintains that to be scientific "the study of administration must exclude value-judgments, concentrate on facts, adopt clear terminology, apply rigorous analysis and tests postulates about administrative knowledge within the bounds of science and observation".

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

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

> **Stop to Consider**
> **Chris Argyris developed the Fusion Process Theory.**
>
> According to the theory, both the organization and the individual seek to attain self-realization. The individual uses the organization to further his own goals which is known as the personalizing process.

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

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

4.6.3 Chris Argyris-integrating individuals and organizational goals:

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

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

- From infant passivity towards adult activity.

- From dependence towards relative independence.

- From limited behaviour to many different behaviours.

- From erratic, shallow, brief interests to more stable, deeper interests.

- From short term perspective to long term perspective.

- From subordinate social position to an equal or super ordinate social position.

- From lack of self awareness to self-awareness and self-control.

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

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

- T-group training: laboratory programmes designed to provide opportunities for the individuals to learn the nature of group functioning.

- Double-loop learning technique: learning from others rather than from one's own self-perpetuality techniques.

- Job enlargement: The enlargement should include enhanced use of individual's intellectual and interpersonal abilities.

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

4.6.4 Douglas McGregor- Motivation in behaviouralism:

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

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

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

(i)   The average human being has an inherent dislike to work and will avoid it if he can.

(ii)   Because of this dislike to work, most people must be coerced, controlled, directed and threatened with punishment to get them to put forth adequate effort towards the achievement of organizational objectives.

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

In contrast, theory Y encompasses the following positive assumptions:

(i)   The average human being does not dislike work. Depending upon controllable conditions, work may be a source of satisfaction or a source of punishment.

(ii)   External control and the threat of punishment are not the only means for bringing about effort towards organizational objectives. Man will exercise self-direction and self-control in the service of objectives to which he is committed.

(iii) Commitment of objectives is a function of the rewards associated with their achievement. The most significant of such rewards, for example, the satisfaction of ego and self-actualization needs can be direct products of efforts directed toward organizational objectives.

(iv)   An average human being learns, under proper conditions, not only to accept but to seek responsibility. Avoidance of responsibility, lack of ambition and emphasis on security are generally consequences of

experience, not inherent human characteristics.

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

SAQ

Discuss the contribution of David Easton and Herbert Simon towards the development of behavioural approach. How did they make attempts to develop a new approach to overcome limitations of traditional approach? (80 words)

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4.7 Criticisms:

- The critics argued that the behaviouralist's claim of 'scientificism' of this approach seems to be hollow. It is mainly because the human behaviour apart from being complex, is not quantifiable in precise terms.

- This approach gives least or no importance to the circumstances and the historical perspectives, that affects human behaviour and shape or reshape it.

- This approach is further criticized for being value free. Behaviouralists declare themselves as purists and value neutrals, but they do have a set of values as it is impossible to be value neutral.

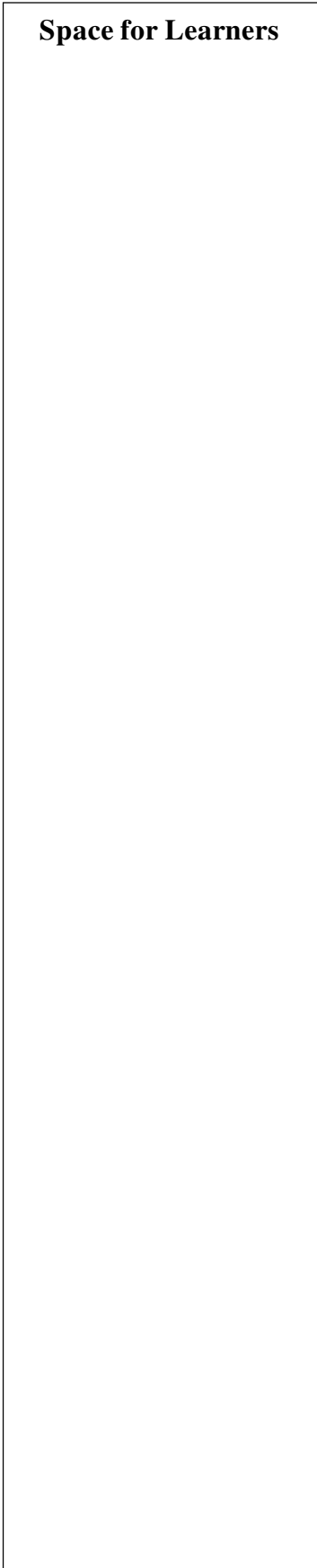- This approach is further criticized on the ground that it involves long-range ventures.

The theory of behaviouralism also has been criticized on the following grounds: Due to their proclaimed 'value-neutrality', behavioural theory makes the study of public administration rather sterile and irrelevant to the major issues of public policy.

The critics said that the theory of behaviouralism is useful, valid and applicable to the study of small organizations rather than big organizations. Hence, it has limited utility in public administration which deals with big organizations.

It explains 'what is' rather than prescribes 'what ought' to be as behavioural theory is descriptive rather than normative.

The behavioural theory is micro rather than macro in its orientation and

analysis since it concentrates on the psychological variables of organizational phenomenon.

Check your Progress

1) What do you mean by 'Theory X and Theory Y'?

2) Make a critical evaluation of behavioural theory.

4.8 Summing Up:

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

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

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Unit 5
 Bureaucratic Theory

Unit Structure :

5.1 Introduction:

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

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

5.2 Objectives:

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

- Discuss the basic principles and features of Weber's Bureaucratic theory
- Explain the basic mechanism of organization and bureaucracy
- Examine the significance and the limitations of Bureaucratic theory
- Describe the impact of Bureaucratic theory

5.3 Weberian Model:

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

According to Max Weber, every organization can be defined as a structure of activities (means) directed towards the achievement of certain objectives (ends). The structures aim at the maximization of efficiency and productivity. To maximize efficiency and productivity, every organization develops a system of specialization and a set of systematic rules and procedures. Weber says that the bureaucratic form is capable of attaining the highest degree of efficiency. He emphasizes the point that the highest degree of efficiency in any organization can be obtained through the bureaucratic structures. Weber never defines Bureaucracy. He only describes its characteristics. To him, Bureaucracy is an administrative body of appointed officials. Thus, in Bureaucracy he has

included explicitly appointed officials only leaving out the elected ones. For Weber, Bureaucracy means the administrative staff of a legal-rational authority system. Since Weber's idea of Bureaucracy is related to his idea of authority, we must first discuss in brief Weber's analysis of the bases of authority. Weber observes that for all types of authority, the existence and 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 reference to the different types of authority are-

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

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

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

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

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

Weber identifies three types of 'pure' legitimate authority: rational-legal authority rests 'on a belief in the "legality" of patterns of normative rules and the right of those elevated to authority under such rules to issue commands'; traditional authority rests 'on an established belief in the sanctity of immemorial traditions and the legitimacy of the status of those excercising authority under them'; and charismatic authority rests 'on

devotion to the specific and exceptional sanctity, heroism, or exemplary character of an individual person, and of the normative patterns or order revealed or ordained by him' (Weber 1947, p. 328). At other points in his analysis, Weber also describes a value-rational legitimacy, which holds 'by virtue of a rational belief in its absolute value' (Weber 1947, p. 130). Barker argues that value rationality ought to be included as a fourth type of legitimacy (Barker 1990, p. 49).

SAQ

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

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5.3.1 Max Weber's theory of Ideal Bureaucracy:

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

Now let us focus on the causes of its origin. In the words of Weber, basically the expanding role of technological knowledge and the development of modern technology pave the way of Bureaucracy. In such pattern an efficient bureaucracy is essential to attain a higher degree of development. Another cause is the development of large scale organizations and their ever expanding role in public matters. Weber is the first social scientist who offers a systematic study of bureaucracy and its characteristics. To him, bureaucracy is an administrative body of appointed officials who conduct administration on the basis of written

documents. In this unit we will discuss his model popularly known as Weberian model of Bureaucracy. The model of Legal-Rational Bureaucracy designed by him has the following characteristics.

- Official business is conducted on a continuous basis.

- Every official and every office is part of a hierarchy of authority. Higher officials or offices supervise while lower officials and offices have the right of appeal.

- Offices are arranged hierarchically and their duties and rights of control are specified.

- All officials work on the basis of rules and regulations.

- Officials' works are different and separate from private work.

- Officials are appointed on the basis of a contract.

- The official post is his main or sole occupation; he is barred from occupying any other position outside the office.

- Officials are selected on the basis of their merit. A written examination is conducted to judge their merit.

- The officials are not allowed to use official property for their own pleasure.

The Characteristics of the Officials in Weberian Model of Bureaucracy

- He is personally free (and not a servant to anybody personally) and appointed to an official position on the basis of a contract.

- He exercises the authority delegated to him in accordance with impersonal rules and his loyalty is expressed through faithful execution of his official duties.

- His appointment and job placement depend upon his technical qualifications.

- His administrative work is his full-time occupation, and

- His work is rewarded by a regular salary and by prospects of regular advancement in a life-time career. Therefore, Weber argues that people once ruled by bureaucracy can never think of any other alternative. Hence, it is permanent and indispensable. From those characteristics of Weber's Bureaucratic theory, we find that his theory is value-neutral; it simply provides a conceptualization of a form of social organization. We can examine his view from three different perspectives. Firstly, it can be studied in terms of its structural basis. It provides the most attractive dimension of his theory. The features

like hierarchy and division of work have been identified as important aspects of its structure. Secondly, it can be studied on the basis of its behavioural characteristics which we shall discuss in section 5.3.3. Thirdly, it can be studied on the basis of its ability to achieve the purpose of an organization. This is an instrumental view of bureaucracy which aims to increase the efficiency of an organization. But he views rationalization and bureaucratization as highly problematic for individuals and the society with many consequences. The overwhelming power of bureaucracy can dominate the society as well as its politics. It may be a cause of damage of social and political institutions. However, Weber says that there is no viable alternative for bureaucracy, so it will continue to be the dominant theme of modern society.

Stop to Consider :

Capitalist system and Bureaucracy

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

5.3.2 Principles/Elements of Weber's Bureaucratic Theory

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

- **Division of Labour** : This involves a specified sphere of competence which constitutes part of a systematic division of labour. Each office is the primary occupation of the incumbent so long as he enjoys tenure, but he cannot personally own the office or the means of production

and administration. His job placement is based on his qualifications and his special training.

- **Hierarchy :** - Hierarchy is another fundamental characteristic of bureaucracy. There is a separation between a superior and a subordinate officer, i.e., each lower office is under the control and supervision of higher one. Remuneration is fixed in accordance with the nature of job and grade of responsibilities.

- **Rules**:-Thirdly, bureaucracy operates in accordance with the rules. The role of rules has been stressed by Weber so that personal favours, arbitrariness, grace or gratitude do not hinder the working of an organization.

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

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

1. A formal hierarchical structure – In a bureaucratic organization, each level controls the level below it. Also, the level above it controls it. A formal hierarchy is the basis of central planning and centralized decision-making.

2. Rules-based Management – The organization uses rules to exert control. Therefore, the lower levels seamlessly execute the decisions made at higher levels.

3. Functional Specialty organization – Specialists do the work. Also, the organization divides employees into units based on the type of work they do or the skills they possess.

4. Up-focused or In-focused Mission – If the mission of the organization is to serve the stockholders, board, or any other agency that empowered it, then it is up-focused. On the other hand, if the mission is to serve the organization itself and those within it (like generating profits, etc.), then it is in-focused.

5. Impersonal – Bureaucratic organizations treat all employees equally. They also treat all customers equally and do not allow individual differences to influence them.

6. Employment-based on Technical Qualifications – Selection as well

as the promotion of employees is based on technical qualifications and skills.

Check Your Progress

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

5.3.3 Behavioural Characteristics of Weber's Theory :

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

• **Rationality**:-The term 'Rationality' implies that the behavioural pattern of the bureaucrats should be rational. In fact, rationality and efficiency go together. If the officers and the employees demonstrate irrationality in their administrative behaviour, the efficiency level of the bureaucratic organization will come down. It is due to this 'rationality' that the personal whims of the leaders and traditional pressures are not effective in the bureaucratic organization.

• **Impersonality**: - The bureaucratic model of organization has no place for personal whims, fancies or irrational statements. Official activity is conducted with a high degree of impersonality.

• **Rule Orientation**: - Rationality and impersonality are mainly achieved through formulation of rules and procedures. The rules clearly define the area of authority and conduct. All kinds of administrative activities are to be conducted keeping in view the existence of rules and procedure in the administrative organization. Accordingly, bureaucratic authority is to be exercised in relation to the principle of rule orientation.

• **Neutrality**: - Bureaucracy is accepted to be apolitical and neutral in its orientation and support. 'Neutrality' implies complete impartiality on the part of the officers. Bureaucracy should be value-neutral, committed only to the work it is meant to perform. Weber thinks that this legal-rational Bureaucracy is technically superior to all other administrative system. Thus we find that Weber's ideal bureaucratic organization can

most effectively achieve a prescribed goal and eliminate arbitrariness and discord in interpersonal and inter-group relationship.

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

5.4 Critical Appreciation

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

(1) The rationality in this model

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

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

- The Behavioral theorists like Herbert Simon and Chester Bernard have emphasized that administrative efficiency will be reduced by following Weber's bureaucratic approach.

- Weber has also been criticized for not paying adequate attention to human behaviour. The critics state that the bureaucratic theory makes administration a purely mechanical exercise ignoring the importance of the human element.

- Weber is criticized for ignoring the socio-cultural environment and behavioural trends in organization. Efficiency of an organization can only be increased if proper attention is paid to informal organization and better human relations.

- The Bureaucratic theory is also criticized for being too formal.

- The Bureaucratic model has been criticized as unsuitable to the studies of the developing countries.

- Max Weber thinks that through rules and regulations, efficiency in an organization can be maintained. But, he has neglected the other sides of human nature i.e. corruption, selfishness emotions, sentiments etc.

- Max Weber talks about division of work but he never pays attention to administrative development due to the changing circumstances. Thus, there is no scope of flexibility and adaptability in the Weberian Model. R.K. Merton has criticized the bureaucratic form as characterized by rigidity, over-emphasis on rules and absence of flexibility and adjustments.

- David Verdant in his work Max Weber and the Theory of Modern Politics has drawn attention to a serious problem of this approach. Bureaucracy has a tendency to become an elite power group which is against the interest of liberty of the people.

- Social Scientists like Warren 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.

5.4.1 Contributions of the Theory:

Despite the criticism of Weber's theory it is still crucially important in modern organizations. It should be noted that many of the thinkers who criticize Weberian model are actually criticizing the present day bureaucracies who more or less reflect the model. We talk of de-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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5.5 Summing Up:

From the above discussion, we have got a clear idea of Max Weber's bureaucratic theory. Weber analyzes bureaucracy from positive angle and deserves credit for providing one of the most essential components for the functioning of the administrative machinery. Max Weber's bureaucratic theory is in a position to tackle the problems of a large administrative organization. Therefore, this theory undoubtedly occupies a vital place of importance in the field of Administrative Organization. Many social scientists are now engaged in finding out ways and means to reduce the bureaucratic influences in development and welfare sector of public administration. After reading this unit, you find that Weber views rationalization and bureaucratization as highly problematic due to their consequences for individuals and society. He also appears to be pessimistic about the capacity of democratic political institutions to maintain control over the bureaucratic apparatus of the state. He views bureaucratic power as probably overwhelming in the long run because of the bureaucrat- administrator's technical expertise and control over the instruments of government. He recognizes the potential power of bureaucracy to do serious damage to valued social and political

institutions. To sum up, it must be said that elements of bureaucracy are found almost universally in modern organization, more complex than simple face-to-face relationship. Government's large business organizations, universities, and even religious institutions are largely based on bureaucratic concepts. Although the end of bureaucracy has been predicted, no alternative has been developed that can effectively provide the necessary order to a complex organization. To conclude, we can sum up the Bureaucratic Theory as being characterized by rigidity, inflexibility, emphasis on means rather than ends and anti-humanist overtones.

Check Your Progress:

1. Critically discuss Max Weber's theory of Ideal Bureaucracy.
2. Discuss the contribution of Max Weber's Bureaucracy theory.

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