Introduction to Public Administration

M.A.
(Third Semester)

Directorate of Distance Education
Maulana Azad National Urdu University
Hyderabad-32, Telangana- India

Introduction to Public Administration
For
M.A.
3rd Semester

کورس کوآرڈی نیٹر

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English version edited by **Prof. Gulfishaan Habeeb**

Message

Maulana Azad National Urdu University (MANUU) was established in 1998 by an Act of the Parliament. It is a central university with NAAC accreditation and the mandate of the university is: (1) promotion of Urdu language, (2) accessibility and availability of professional and technical education in Urdu medium, (3) providing education through traditional and distance learning mode, and (4) a specific focus on women's education. These are the points that distinguish this central university from all other central universities and give it a unique feature. It has been emphasized even in the National Education Policy 2020 to achieve education in mother tongues and regional languages.

The very objective of promotion of knowledge through Urdu is meant to facilitate the accessibility of contemporary knowledge and disciplines to Urdu knowing community. For a long time, there has been a dearth of course material in Urdu. The non-availability of books in Urdu is a matter of concern and Urdu University considers it a privilege to be part of the national process of providing course material in mother tongue/home language as per the vision of NEP 2020. Further, the Urdu speaking community is at a disadvantage in gaining updated knowledge and information in emerging areas or newer knowledge in existing fields due to non-availability of reading material in Urdu. The unavailability of content related to the above domains of knowledge has created an atmosphere of apathy towards attaining knowledge that could significantly affect the intellectual abilities of the Urdu knowing community. These are the challenges that Urdu University is confronted with. The scenario of Self Learning Materials (SLM) is also not very different. The unavailability of course books in Urdu at school/college level comes under discussion at the commencement of every academic year. Since the medium of instruction of Urdu University is only Urdu and it offers almost all the courses of important disciplines, the preparation of books of all these subjects in Urdu is the most important responsibility of the University. To achieve these objectives, MANUU makes available course material in the form of Self Learning Material (SLM) to the students of Distance Learning. The same is also available for sale to anyone interested in gaining knowledge through Urdu. To further provide access to learning, eSLM in Urdu is available for free download from the University website.

I am immensely pleased that due to the hard work of the concerned faculty and full cooperation of the writers, the process of publications of books has begun on a massive scale. To facilitate the students of Distance Learning, the process of preparing and publication of Self Learning Material (SLM) is of paramount importance to the University. I believe that we will be able to meet the requirements of a large Urdu knowing community through our Self Learning Material and will fulfill the mandate of this University and justify our presence in this country.

With best wishes,

Prof. Syed Ainul Hasan
Vice Chancellor
MANUU, Hyderabad

Message

You all are well aware that Maulana Azad National Urdu University began to function from 1998 with the Directorate of Distance Education and Translation Division. Regular mode of education commenced from 2004 and various departments were established which were followed by the appointments of faculty. Self Learning Material was prepared through writing and translation with full support of competent authority.

For the past few years UGC-DEB kept emphasizing on synchronizing the syllabi of distance and regular mode to enhance the level of distance learning students. Accordingly, at Maulana Azad National Urdu University, the syllabi of distance and regular mode are synchronized by following the norms of UGC-DEB and Self Learning Materials are being prepared afresh for UG and PG courses containing 6 blocks - 24 units and 4 blocks - 16 units respectively.

Distance education system is considered highly effective and beneficial around the globe. The large number of people enrolled in it stands a witness to the same. Realizing the literacy ratio of Urdu speaking population, Maulana Azad National Urdu University implemented Distance education from its beginning. In this way, the university reached out to Urdu speaking population through distance learning method prior to regular. Initially, the study materials of Dr. B. R. Ambedkar Open University and Indira Gandhi National Open University were borrowed. The intention was to prepare our own study materials rapidly and not to be dependent on other universities but the intent and effort could not go hand in hand. Consequently, it took plenty of time to prepare our own Self Learning Material. Eventually, the task of preparing Self Learning Material commenced systematically at war foot. We had to face numerous hindrances but never gave up. As a result, university started to publish its own study material at high speed.

Directorate of Distance Education runs fifteen courses consisting of UG, PG, B.Ed, Diploma, and certificate courses. In a short span of time, courses based on technical skills will be started. A huge network of nine regional centers (Bengaluru, Bhopal, Darbhanga, Delhi, Kolkata, Mumbai, Patna, Ranchi, and Srinagar) and six sub-regional centers (Hyderabad, Lucknow, Jammu, Nooh, Varanasi, and Amravati) was established to facilitate the students. One hundred and forty four Learner Support Centres (LSCs) and twenty Programme Centres are run simultaneously under these regional and sub-regional centers to provide educational and administrative support to the students. DDE also utilizes ICT for its educational and administrative activities.

The admissions in all programs are done only through online mode. The soft copies of Self Learning Material for students are made available on the website of Directorate of Distance Education. In near future, the links of audio and video recordings will also be made available on the website. In addition, SMS facilities are being provided to students to have better communication. The students are informed through SMS regarding various facets of programs such as course registration, assignment, counseling, exams, etc.

Directorate of Distance Education will not only play a vital role to bring educationally and economically backward Urdu speaking population into the main stream but also in the increase of Gross Enrolment Ratio.

Prof. Mohd Razaullah Khan
Director, Directorate of Distance Education
MANUU, Hyderabad

کورس کا تعارف

" نظم و نسق عامہ " سماجی علوم کا ایک اہم اور جدید مضمون ہے۔ عصر حاضر میں اس مضمون پر کافی توجہ دی گئی ہے۔ آج نظم و نسق عامہ فلاحی مملکتوں اور مہذب سماجوں کا ایک بااثر اوزار بن چکا ہے۔ نظم و نسق عامہ کی اہمیت ہر زمانے میں رہی ہے۔ عوامی سر گرمیوں کو انجام دینے سے لے کر نظم و نسق عامہ کی اہمیت قدیم زمانے سے رہی ہے۔ اس کی اہمیت ایک انسان کی زندگی میں اس کی پیدائش سے پہلے شروع ہو جاتی ہے اور قائم رہتی ہے، جب تک اس کا انتقال نہیں ہو جاتا۔ نظم و نسق عامہ صرف مملکت کے فرائض کی تشکیل اور پالیسیوں کو نافذ نہیں کرتا ہے بلکہ حکومت کے فرائض کو عوام کے تمام میدانوں تک پہنچاتا ہے۔

یہ کتاب " نظم و نسق عامہ کا تعارف " مولانا آزاد نیشنل اردو یونیورسٹی کے فاصلاتی تعلیم کے تمام پی۔ جی۔ طلبا و طالبات کے جنرک الیکٹو پیپر کے لیے تیار کی گئی ہے۔ جو چوبیس اکائیوں پر مشتمل ہے۔ اس کی تیاری میں UGC-DEB کے تمام احکامات اور رہنمایانہ اصولوں کا خیال رکھا گیا ہے۔ اس کتاب میں " نظم و نسق عامہ " کے بنیادی تصورات اور اصولات کو متعارف کرایا گیا ہے۔ یہ کتاب ہر اس شخص کے لیے مفید ہے جو نظم و نسق عامہ کے طالب علم ہیں۔ اس کورس کا اہم مقصد طلبا و طالبات کو نظم و نسق عامہ کے بنیادی تصور اور اصول سے آگاہ کرنا ہے۔ اس کتاب کی زبان بہت آسان ہے۔ ایسی کتابیں اردو ذریعہ تعلیم میں دستیاب نہیں ہیں۔ اور جو دستیاب ہیں بھی انہیں ہم عصر تبدیلیوں کے مطابق ترمیم نہیں کیا گیا ہے۔

یہ کورس چار بلاک پر مشتمل ہے اور ہر بلاک میں تین اکائیاں ہیں۔ پہلے بلاک میں " نظم و نسق عامہ کے معنی اور نوعیت، نظم و نسق عامہ کی وسعت اور اہمیت، نظم و نسق عامہ اور خانگی نظم و نسق میں فرق اور نظم و نسق عامہ کے دیگر سماجی علوم سے تعلق کو واضح طور سے بیان کیا گیا ہے۔ دوسرے بلاک میں نظم و نسق عامہ کے بنیادی تصورات، رسمی اور غیر رسمی تنظیم کے اصولات اور ے تنظیم کی بنیاد پر مواد فراہم کیا گیا ہے۔ تیسرے بلاک میں آپ نظم و نسق عامہ کی ساخت، صدر عاملہ، خطی، سہاری اور اضافی ایجنسیاں، عوامی کارپوریشن، محکمہ اور بورڈ کا مطالعہ کریں گے۔ چوتھے بلاک میں آپ انتظامی طرز عمل، اختیار اور قیادت، فیصلہ سازی، مواصلات اور محرکات کا مطالعہ کریں گے۔

اس کے علاوہ اس کتاب میں ہر اکائی کو چھوٹے چھوٹے ذیلی عنوانات میں تقسیم کیا گیا ہے۔ ہر اکائی کے تحت خود اکتسابی نتائج، تجویز کردہ کتابیں، اپنی معلومات کی جانچ کے لیے سوالات بھی دیے گئے ہیں تاکہ طلبا و طالبات کو سمجھنے میں آسانی ہو اور وہ اپنی معلومات کو ہر اکائی کے متعلق جانچ سکیں۔ اس کتاب کے آخری صفحہ پر نمونہ امتحانی پرچہ بھی دیا گیا ہے۔

امید ہے کہ یہ کتاب اپنے موضوع پر سماجی علوم خاص طور سے نظم و نسق عامہ کا مطالعہ کرنے والے طلبا و طالبات کی رہنمائی کرے گی اور ان کے لیے مفید ثابت ہو گی۔ اور ان کی لیاقت و صلاحیت میں اضافہ کرے گی۔

ڈاکٹر اشتیاق احمد
کورس کوآرڈینیٹر

Introduction to Public Administration

Unit-1: Public Administration: Meaning Definition, Nature, Scope and Importance

Structure

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1.0   Introduction

The famous Greek philosopher Aristotle considered humans as 'social animals.' Famously considered as the "The First Teacher," Aristotle believed that an individual's completeness is only achievable within society. According to Aristotle, "Unity takes precedence over individuality," meaning a person's existence and identity are primarily dependent on their society and then on their individuality.

Therefore, society provides the initial platform where individuals step out of their individual boundaries and introduce themselves and express their influences. When a person engages in social interactions, engages in trade, or earns a livelihood by adopting various professions, they become part of a system within the framework of order defined by the laws or constitution of the state. The systematic study of various aspects of human affairs in society is called Public Administration.

Public Administration is an indispensable aspect of any organization, and without it, the functioning and activities of the organization are unimaginable. Companies, firms, labour unions, religious institutions, political parties, and other established organizations all require a system that is in line with the nature of that organization. The administrative and governance structure of private or non-governmental organizations is termed Private Administration, while in the case of government organizations, it is referred to as Public Administration.

As an academic discipline, the concept of structure is as old as human social history. When humans gained social consciousness, they used structure to organize their societies and simplify their daily affairs. However, as a subject of study, the history of public administration is not very ancient. Scholars believe that the study of administrative sciences, became relevant with the publication of Woodrow Wilson's essay, "The Study of Administration." Woodrow Wilson was an American politician, lawyer, and education expert who served as the 28th President of the United States from 1913 to 1921. His essay, "The Study of Administration," was published in 1887. It is considered a milestone in the field of public administration. Wilson's work brought public administration to the forefront as an essential aspect of governance and administration.

1.1 Objectives

The subject Public Administration is of great importance, and it significantly impacts every aspect of our daily life. The objectives of studying this Unit are as follows:

- **to provide learners with an understanding of the meaning and significance of Public Administration**: A significant goal of this Unit is to familiarize learners with the concepts and meanings of Public Administration. It helps them better comprehend the functioning of social organizations and governmental processes.
- **to clarify the definition, types, scope, and importance of Public Administration:** Through this Unit, you will gain knowledge about the essential principles and significance of Public Administration. You will learn how it contributes to organizing social structures and improving governmental administration.

The subject of Public Administration is particularly relevant to administrators, policymakers, and governmental institutions. It assists them in efficiently addressing administrative issues and serving the public. However, this Unit is also beneficial for all individuals who wish to understand their rights and opportunities within society.

1.2   Meaning and Definition

The title and context of Woodrow Wilson's essay are not solely related to Public Administration but generally encompass the concept of administration as a whole. In this essay, the discussion revolves around both government administration (i.e., Public Administration) and private administration. Wilson's essay clarifies that before understanding governmental administration (i.e., Public Administration) and private administration, it is essential to grasp the meaning and concept of the term "administration."

The essay delves into the discussion of both government and private administration in the context of the United States. In the backdrop of Wilson's essay, it becomes evident that comprehending the meaning and significance of the term "administration" is a prerequisite before delving into the understanding of government administration (i.e., Public Administration) and private administration.

The term Public Administration in English is equivalent to "administration." This word is derived from the Latin word *administere,* which has various meanings, including caring for, managing, serving, or organizing affairs, among others. When two or more individuals collaborate for a specific purpose, they engage in the activity of administration. Therefore, administration generally comprises three key characteristics:

1. **Administration is a group activity:** It involves the participation of two or more individuals working together.

2. **Administration aims to achieve a target:** It functions with the goal of accomplishing a specific objective or target.

3. **Achieving the objective depends on the cooperation of people:** The attainment of the objective relies on the cooperation and collaboration of the individuals involved.

Administration is the organized effort of a group of people working together to achieve a common goal or objective.

1.2.1 Meaning and Definition of Administration:

According to Herbert Simon, D.W. Smithburg, and V.A. Thompson, administration, in its broadest sense, is the coordinated effort to achieve common objectives. Various renowned thinkers or philosophers have defined administration as follows:

1. **E.N. Gladden:** "Administration is a long and slightly pompous word, but it has a humble meaning, for it means, to care for or look after people, to manage affairs… is determined action taken in pursuit of a conscious purpose."

2. **Brooks Adams:** "Administration is the capacity of coordinating man and often conflicting social energies in a single organism, so adroitly that they shall operate as a unity."

3. **Felix A. Nigro:** "Administration is the organization and use of men and materials to accomplish a purpose."

4. **J.M. Pfiffner and R. Prestheus:** "Administration is the organization and direction of human and material resources to achieve desired ends."

5. **L.D. White:** "The art of administration is the direction, coordination and control of many persons to achieve some purpose or objective."

6. **Luther Gullick:** "Administration has to do with getting things done; with the accomplishment of defined objectives."

7. **F.M. Marx:** "Administration is a determined action taken in pursuit of a conscious purpose. It is the systematic ordering of affairs and the calculated use of resources aimed at making those things happen which one wants to happen and foretelling to the contrary."

In this manner, "administration" can be defined in four dimensions, as interpreted by various scholars.

1. **As a Discipline:** The subject of administration is taught in different universities and colleges worldwide. In India, the inception of this subject at Lucknow University marked the beginning of its academic study. The start of studying administration as a discipline began after the publication of Woodrow Wilson's essay, "The Study of Administration." Subsequently, the field of administration continued to grow, reaching developing nations with the end of colonialism.

2. **As a Vocation:** Organizing and streamlining the affairs of an organization or institution often requires the expertise of professionals. These experts engage in the activities of administration as a vocation. They play a pivotal role in various organizations, from governmental bodies to private enterprises, where the mastery of administration is achieved through specialized knowledge and training.

3. **As a Process:** Administration encompasses all the activities carried out to implement a project or plan within an organization. It encompasses the entire process of executing the objectives of an organization, from planning and organizing to controlling and directing.

4. **As a Synonym for 'Executive' or Government:** The responsibility for implementing public policies often falls under the purview of government executive branches. Consequently, every action taken by the government is considered as part of administration. In some cases, administration is synonymous with executive or government functions. This is evident in terms like "Nehru Administration" or "Bush Administration," which refer to specific periods of government leadership.

1.2.2 Meaning and Definition of Public Administration:

Public administration is a broad field within the broader field of administration. Its connection is with governmental activities. In any political system, public administration is required to implement government policies. According to the *Encyclopedia Britannica*, public administration is the organization and management of a country's policies through the government. Therefore, public administration refers to the part of administration that is related to the administrative activities of the government.

Public administration, as a field of study, is not as old as its practice, which has been in existence for thousands of years. This is why defining public administration in a way that gains universal acceptance is challenging. The 20th century brought about significant changes in the field, with events like the Great Depression of 1930, the clash between socialist and capitalist systems, the breakup of the Soviet Union, the end of colonialism in developing countries, the privatization trend, and globalization. These rapid developments at the global level significantly impacted public administration, making its nature change over time. Dwight Waldo observed that these changes create dilemma for public administration, making it difficult to define in a universally accepted manner. On the contrary, some scholars, such as Frederick C. Mosher, believe that these dilemmas strengthen public administration.

Different scholars have defined public administration in various ways:

1. **Alexander Hamilton**: Public administration involves activities that aim to fulfill public objectives. Therefore, organizing governmental affairs is considered public administration.

2. **Woodrow Wilson:** "Public Administration is detailed and systematic application of law". Every particular application of law is an act of administration.

3. **L. D. White**: "Public Administration consists of all those operations having for their purpose, the fulfillment or enforcement of public policy as declared by competent authority."

4. **Percy McQueen**: "Public administration is administration related with the operation of government whether central or local."

5. **Luther Gullick**: "Public administration is that part of the science of administration, which has to do with the government; it concerns itself primarily with the executive branch where the work of the government is done…"

6. **J. M. Pfiffner**: "Public administration consists of getting the work of government done by co-ordination the efforts of people so that they can work together to accomplish their set tasks."

7. **Dwight Waldo**: "Public administration is the art and sentence of management as applied to the affairs of state."

8. **Marshal Dimock**: "Administration is concerned with 'the what,' and 'the how,' of government. The 'what' is the subject-matter, the technical knowledge of a field which enables an administrator to perform his tasks. The 'how' is the technique of management..."

9. **Nicholas Henry**: "Public Administration is a broad-ranging and amorphous combination of theory and practice, its purpose is to promote a superior understanding of government and its relationship with the society…"

Traditional definitions of public administration consider it as a manifestation of the bureaucracy, responsible for the implementation of government policies, having no say in formulating and legislating policies. In contrast, modern theories suggest that public administration encompasses a broader sense and involves all three branches of government: legislature, executive, and judiciary. It plays a significant role not only in the implementation of public policy but also in policy formulation, legislation, and decision-making. In this perspective, public administration is relevant to all aspects of government's 'what' and 'how' and has an important role to play even in the designing, legislating, and decision-making of policies. Advocates of this theory believe that the formulation of public policy is the responsibility of the legislature and that public administration has no role in it. On the other hand, they argue that public administration is crucial in all aspects, including policy formulation, legislation, and decision-making. In this context, A.F. Negro and L.G. Negro believe that "public administration:

i. is a cooperative group effort in a public setting;

ii. covers all the three branches – executive, legislative and judicial, and their inter-relationship;

iii. has an important role in the formulation of public policy and is thus part of the political process;

iv. is different in significant ways from private administration; and

v. Closely associated with numerous private groups and individuals in providing services to the community."

1.3 Nature of Public Administration:

Public administration is a distinct type of organization and coordination that is related to the affairs of the government. Public administration revolves around three important functions of government, which are related to carrying out public affairs, providing public services, and controlling them. In other words, it is the government's responsibility to carry out all activities related to the public through the offices of civil servants. Public administration is the essential part of government that bears the burden of providing complete public services, and this is why it is associated with the offices of public administration.

There are two main perspectives on the nature of public administration: the Integral View and the Managerial View.

1.3.1 Integral View: According to the Integral View, public administration encompasses all activities that are performed to achieve the objectives and purposes of an organization. These activities range from manual tasks to clerical tasks and managerial tasks. In this view, everyone from office service workers to secretaries and chief executives is part of public administration. The advocates of this perspective include Henri Fayol and L.D. White.

1.3.2 Managerial View: According to the Managerial View, public administration is primarily concerned with the managerial activities involved in planning, organizing, commanding, coordinating, and controlling. This theory focuses on the administrative functions carried out by a select few individuals at the top of the hierarchy. It defines public administration not as 'doing work' but as 'getting work done.' Some prominent supporters of this theory include Luther Gulick, Herbert Simon, Smithburg, and Thomas.

Both perspectives have fundamental differences. The key distinction between them is the involvement of management and operation in public administration, which can be described as 'doing' and 'getting done.' However, the correct interpretation of the term 'public administration' depends on the context in which it is used.

As a field of study, public administration examines the government's efforts to enforce laws and impact public policy. As a process, it includes all actions involved in implementing a public policy, from policy formulation to its final implementation. As a profession, public administration organizes and oversees all activities within government organizations. Different perspectives on public administration, such as the Integral View and the Managerial View, offer varying interpretations of its nature and scope.

1.4 Scope of Public Administration:

To understand the scope of public administration, it is necessary to study the following theories:

1. **Narrow or Traditional View**: Various thinkers of public administration, such as Simon, Luther Gulick, and Woodrow Wilson, have advocated the narrow or traditional view of public administration. They have accepted that the relationship of public administration is with the executive branch, meaning that the formation of laws and policies is implemented through the executive branch. According to the narrow view, the government consists of two parts: the legislature and the judiciary, which are not within the purview of public administration. Therefore, public administration does not provide any role to the legislature and judiciary.

   In public administration, the focus is on the organization, procedures, and methods of the executive branch. From this perspective, the scope of public administration encompasses the following areas:

   - Study of the Executive in Action
   - Study of the General Administration
   - Study of the Problems of Organization
   - Study of the Problems of Personnel
   - Study of the Problems of Supply of Material
   - Study of the Problems of Finance
   - Study of Administrative Responsiveness

2. **Broader or Modern View**, POSDCORB View, and Welfare View are other theories that contribute to a comprehensive understanding of public administration.

2. Broader or Modern View: According to the modern or broader view, public administration encompasses the study of all three branches of government: the executive, legislature, and judiciary. Thinkers who support this view believe that public administration is not limited to just the executive branch but includes various activities related to the government's specific

components: the executive, legislature, and judiciary. Thinkers such as Waldo, Nigro, Dimock, Elton Mayo, Marx, and others advocate this theory.

In this perspective, public administration should involve the study of the activities of all three branches of government, including the executive, legislature, and judiciary. It is believed that public administration cannot be restricted solely to the activities of the executive. Therefore, this view emphasizes that public administration should study the functions of all three branches of government.

In general, this view asserts that the executive's tasks include drafting laws, providing essential statistics, and convening parliamentary sessions, among others. Public administration also oversees the proper implementation of policies and laws to ensure they are carried out effectively. The judiciary has the authority to adjudicate on matters such as filing cases, summoning witnesses, and enforcing court decisions. Thus, public administration plays a role in all these aspects. F. A. Nigro and L. G. Nigro emphasize that all three branches of government are integral to the study and functioning of public administration, making it a comprehensive theory of public administration.

POSDCORB View: Luther Gulick introduced the POSDCORB view on the scope of public administration. This theory is supported by experts like Henry Fayol, Luther Gulick, and Urwick, among others. According to this theory, public administration primarily involves the study of technical and managerial activities. Luther Gulick coined the acronym "POSDCORB," which stands for:

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

These elements represent the core functions of management and are considered crucial aspects of public administration. The POSDCORB view focuses on the administrative and managerial aspects of public administration, emphasizing the importance of planning, organizing, staffing,

directing, coordinating, reporting, and budgeting in the effective functioning of government organizations.

POSDCORB View (Detailed Explanation):

Planning (P): Planning refers to the process of outlining and specifying what needs to be done, and determining the methods by which tasks are to be accomplished. Every organization aims to create plans and programs that are tailored to achieve its goals and maintain efficiency. These efforts involve the development of structured projects and programs. Each organization is responsible for creating plans in a timely manner, utilizing all available resources efficiently.

Organizing (O): Organizing involves not just the structure of the organization itself, but also arranging the duties and activities to be performed in accordance with the objectives of the organization. It includes the efficient utilization of all resources, such as human resources, finances, technology, raw materials, and machinery, to ensure the efficient functioning of the organization.

Staffing (S): Staffing involves the recruitment, training, promotion, transfer, and provision of a conducive work environment for the employees. Staffing aims to ensure that the employees are satisfied and well-prepared to perform their roles effectively. It encompasses human resource management within the organization.

Directing (D): Directing entails decision-making within the administration and providing specific and general instructions and information to employees according to their roles. In every organization, there are higher-ranking officials who continuously provide necessary instructions to their subordinates. Directives are always provided by superiors to their subordinates to fulfill their duties. Subordinates then implement these directives accordingly.

Coordinating (CO): Coordination refers to establishing relationships between various departments of the organization or providing cooperation among them. This is because, without cooperation, there can be complications, conflicts, and confusion in tasks. Therefore, proper positive collaboration is established among units, employees, and tasks.

Reporting (R): Reporting means providing information related to administrative work, development, or progress to the concerned officials. Through observation, comparison, research, record-keeping, and other such means, the requested information is gathered, consolidated and presented.

Budgeting (B): Budgeting involves financial planning, accounting, and managing the allocation of financial resources to different administrative units. It involves preparing a financial plan, maintaining accounts, and ensuring that administrative units are adequately funded.

The POSDCORB theory emphasizes techniques that aid the administration in its functions. This theory provides unity, certainty, and definiteness to the study of public administration, making the study of public administration highly organized. POSDCORB activities are carried out on a large scale in all organizations, whether they are military or non-military, central government or state governments, or local governments.

However, it has been criticized for being overly focused on administrative techniques and not addressing the actual services provided to the public. Public administration involves delivering services such as law, order, education, health, public infrastructure, agriculture, and justice, among others. These services are not covered within the scope of POSDCORB techniques, leading to the view that the theory is incomplete and may be too narrow in its focus.

Public Welfare Theory (Welfare View):

The public welfare theory is another theory related to public administration, and it is closely linked to the broader view. Those who support this theory do not see much difference between the state and public administration. According to them, both the state and public administration essentially focused on the welfare of the people. Their roles and functions are geared towards ensuring the well-being and happiness of the public. In this theory, the key proponents are supporters of public welfare and welfare enthusiasts. According to them, the nation itself is a welfare state, so public administration is also aimed at promoting welfare. It becomes evident that the scope of public administration includes all activities related to the welfare and well-being of the public. Mohit Bhattacharya, while discussing the extent of public administration, identified four elements:

1. Extent of organization, revival, and innovation related to organization
2. Administrative action related to communication, supervision, and decision-making
3. Study of the Royal Office's attitude, giving special emphasis on mutual and interclass relations in organizational structure
4. Study of interaction between organization and the environment

Henry Fayol, on the other hand, proposed five elements that constitute the scope of public administration:

1. Planning

2. Organization
3. Command
4. Coordination
5. Control

However, Pfiffner divides the study of public administration into two parts:

1. The Principles of Public Administration
2. The Sphere of Public Administration

Pfiffner's exploration of the principles of public administration includes the study of organization, the management of personnel, procedures, materials, public finances, and administrative responsibility. On the other hand, the sphere of public administration encompasses the study of central government, state government, local government, and public corporations. According to Willoughby, the scope of public administration encompasses the following:

1. General Administration
2. Organization
3. Staff Class
4. Material
5. Finance

1.5 Importance of Public Administration:

The importance of public administration has remained significant throughout history, as it is essential for carrying out public activities and achieving public goals. The importance of public administration begins even before a person's birth and continues until they pass away. Nations establish various means to promote the well-being and security of their people, allowing individuals to lead happy and peaceful lives. All these activities are carried out through public administration.

Initially, the responsibilities of the state were limited because the population was smaller, and there were fewer issues to address. However, as societies evolved and grew, the importance of public administration increased. In the past, the state was often a police state, mainly responsible for maintaining law and order. But in modern times, the concept of the state has evolved into a welfare state, and its responsibilities have expanded accordingly.

The responsibilities of the modern state now extend into various social, economic, cultural, and political aspects of an individual's life. This requires the state to intervene in social, economic, cultural, and political matters to ensure the well-being and development of its citizens.

Different laws and regulations are formulated to address issues and protect the rights and well-being of individuals.

The importance of public administration can be summarized as follows:

1. **The Foundation of Government:** Whether it's a monarchy, democracy, socialism, or capitalism, public administration forms the backbone of any form of government. It is crucial for the functioning of all systems.

2. **Evolving Responsibilities:** Over time, the responsibilities of the state have grown due to population increase and societal changes. The state is now involved in providing various services and facilities to its citizens.

3. **Constantly Changing Nature:** As societies advance and change, public administration adapts to meet new challenges. It has evolved from a police state to a welfare state, and its role continues to expand.

4. **Influence on Daily Life:** Public administration is intricately woven into the fabric of everyday life. From birth to death, various government services and institutions impact individuals at every stage of life.

Public administration has always been and continues to be vital for the functioning and development of societies. It is essential for providing services, maintaining order, and ensuring the well-being of citizens in an ever-evolving world.

The public administration is a general framework and mechanism for formulating and implementing government policies and programs. Government laws, policies, and programs are effectively put into action through this mechanism, which transforms government decisions into reality. The responsibility of implementing government policies and programs lies with the public administration. Regardless of how good a country's policies may be, they can only yield better results when they are implemented effectively through public administration. Implementing public services and programs benefits those who receive services from them.

5. Public administration preserves culture and civilization. The present era is a civilized one, and the preservation of this culture and civilization is possible through public administration. According to W. E. B. Du Bois, "If our culture and civilization fail, the important reason will be administrative." Public administration is the heart of modern culture and civilization. It is an imminent part of society. The failure of public administration means the collapse of the complete structure of society and culture.

6. Public administration contributes to strengthening the social system and society. Therefore, in the present era, public administration has become an important part of the social system. Public administration is an instrument that strengthens society and provides stability. In India, during the emergency period, there was no elected government. It was the bureaucracy that provided services to the people and maintained law and order. Thus, public administration provides stability even when governments change due to political turmoil. Public administration prevents the disintegration of society and strengthens social unity. It brings stability to society by providing services to the people under all circumstances.

7. Public administration is an essential tool for economic transformation. After independence, in India, the eradication of poverty, organized planning, community development programs, electricity supply to remote villages, road construction, rural development, land improvement, the Green Revolution, and industrial development, among other successful initiatives, are credited to public administration. Public administration also plays a role in social transformation. It provides support in resolving issues, such as dowry, child marriage, and other social ills. Sir Josiah Stamp wrote, "The appointment of officers of public service is one of the greatest steps forward in the whole of social arrangements." The government achieves social and economic justice through public administration.

8. Public administration helps in resolving all the issues and problems of the country. According to Luther Gulick, "The relation of public administration to all sorts of tasks and problems is such that the entire range of objectives may be encompassed." The government resolves issues such as unemployment, illiteracy, disease, poverty, terrorism, regionalism, and sectarianism through public administration. Thus, public administration plays a significant role in problem-solving.

9. The Industrial Revolution, urbanization, an increase in the number of government jobs, job specialization, automation, the development of technology, telephones, television, computers, radio, and print media have expanded the scope of public administration. Technological advancement has brought public administration closer to the people.

10. Public administration prepares a strong foundation for social development. It unites healthy elements of social development. The functionality of public administration opens doors to economic and social progress in various fields. Issues are addressed, and there is no doubt that an efficient and healthy public administration is a yardstick for social development.

11. Modern governments use economic planning to achieve the objectives of a welfare state. Public administration plays an essential role in achieving these objectives. According to Jay Waldo Wilder, in his book "*The Dynamics of Public Administration*," modern society recognizes public administration as an important factor in the following areas:

- Safeguarding policies
- Establishing and maintaining order
- Providing organizational types for social and economic change
- Providing better commercial services
- Defining and maintaining additional and economic development
- Making democratic decisions
- Influencing public policies and political trends

12. The importance of public administration is significantly heightened during times of war. The modern era is characterized by complete wars where the significance and role of public administration become even greater during wartime. In such situations, public administration bears the responsibility for the entire nation's resources and means, including the full commitment of the civilian population. During times of peace, the domestic responsibilities were under the purview of public administration, but during war, they are executed under its framework.

13. Public administration is beneficial for students. Students are the future of the country; they are the nation's assets. Therefore, it is highly essential for students to study public administration. In countries worldwide, universities and colleges offer education in public administration at the undergraduate and graduate levels. In India, public administration is taught as a separate discipline in universities and colleges, mainly in the field of political science. It is offered as a subject in the Bachelor of Arts (B.A.), Master of Arts (M.A.), and Master of Business Administration (M.B.A.) programs. Many universities and colleges in India have dedicated departments or schools for public administration, where students receive comprehensive education and conduct research in public administration.

1.6 Learning Outcomes

At the end of this Unit, you should have:

- obtained a general understanding of the meaning and concept of public administration
- gained knowledge about the meaning and concept of public administration specifically
- explored the views of various thinkers on public administration
- examined the definitions of public administration and domestic administration, highlighting their similarities and differences
- learned about the nature of public administration

1.7 Glossary

1. **Woodrow Wilson**:
   - Thomas Woodrow Wilson (December 28, 1856 - February 3, 1924) was an American politician and education expert who served as the 28th President of the United States from 1913 to 1921. During his educational career, Wilson authored numerous books and articles on history and politics and became an assistant editor of the "Political Science Quarterly." His essay, "The Study of Administration," became immensely popular and is credited with establishing the field of public administration as a new area of study. Wilson's essay was published in "Political Science Quarterly" in 1887.

2. **Globalisation**:
   - Globalization is fundamentally an economic phenomenon related to interactions and integration of social and cultural aspects. It involves interactions and integration of people, companies, and governments across the world. In a complex manifestation, globalization is understood as a form of capitalist expansion where local and national economies are integrated into a global economy, often beyond the control of governments to a significant extent.

3. **The Great Depression of 1930**:
   - The Great Depression was a global economic crisis that occurred before the Second World War. It persisted in different countries during various periods, but in most countries, it lasted from 1929 until the late 1930s or early 1940s. It was the largest and deepest economic crisis of the 20th century and continues to be cited as an example of a global economic decline in the 21st century. The crisis

began on October 29, 1929, in the United States with the stock market crash (known as "Black Tuesday"), but it quickly spread to countries worldwide.

4. **Legislature, Executive, and Judiciary**:

    o In the modern era, government authority is tripartite, divided into three branches: the legislature, executive, and judiciary. The legislature is the branch of government responsible for making laws for the country and is often referred to as the law-making assembly or parliament. The executive is responsible for implementing the laws passed by the legislature and is usually referred to as the government. The judiciary ensures that the laws enacted by the legislature and implemented by the executive adhere to the spirit of the constitution.

5. **Public Policy**:

    o Public policy is the collective set of activities in which governments engage to transform their economies and societies. All actions aimed at the betterment and welfare of the public are part of public policy. Public policy is primarily focused on decisions that result from the consequences of a political system, such as policies on transportation, public health, education, and defense. Public policy is based on national constitutional laws and regulations.

6. **Hierarchy**:

    o A hierarchy is a system in which individuals within an organization or society are ranked or assigned levels of authority or authority according to their roles or positions. In the context of public administration, hierarchy refers to the organization of government agencies and offices, where higher-ranking individuals have control over those in lower ranks. A hierarchy often involves a series of levels or tiers that are interconnected.

7. **Bureaucracy**:

    o Bureaucracy is a system of governance where specialized experts are responsible for managing all affairs of the government. These experts are typically selected through competitive examinations after which they are appointed to various positions. Bureaucracy is derived from the French word 'Bureau,' which means desk or office. The term bureaucracy is used to refer to the administrative branch of the government.

8. **Socialist System**:

   o Socialism is a political and economic theory that advocates for the means of production, distribution, and exchange to be owned or controlled collectively by society. Socialism emphasizes that all resources should be held in common for the benefit of everyone, with the state or community controlling essential goods and services.

9. **Capitalist System**:

   o Capitalism is an economic system based on private ownership of the means of production and their operation for profit. It advocates that resources, goods, and services should be primarily owned and operated by private individuals and entities, not the government or the state.

1.8   Sample Questions

1.8.1 Objective Questions:

1. When was Woodrow Wilson's essay "The Study of Administration" published?

   (a) 1805   (b) 1887   (c) 1923   (d) 1912

2. "'Public administration is related to government action, whether it is local or central.' Whose quote is this?

   (a) Luther Gulick   (b) J.M. Pfiffner   (c) Nicholas Henry   (d) Percy MacQueen

3. Those who advocated the distinction between public and private administration are:

   (a) Paul H. Appleby (b) Sir Julian S. Pritchard   (c) Herbert Simon   (d)   All   of these

4. According to Woodrow Wilson, what was lacking in American public administration?

   (a) Efficiency   (b)   Competence   (c) Practicality   (d) All of these

5. "Politics and Administration" is a work by which one of the following?

   (a) Woodrow Wilson   (b) F.W. Goodnow   (c) Karl Marx   (d) Aristotle

1.8.2 Short Answer Questions:

1. Define public administration and explain the theory of administrative neutrality.

2. Write a note on Woodrow Wilson's essay "The Study of Administration."

3. What were the reasons for global changes in public administration in the 20th century?

4. Discuss the importance of public administration in modern nations.

5. Explain the modern theories of public administration in light of its expansion.

1.8.3 Long Answer Questions:

1. Explain the similarities and differences between public administration and private administration.

2. Describe the expansion of public administration in the 20th century and the factors contributing to it.

3. Define the concept of administrative neutrality and explain its significance in public administration.

1.9   Suggested Learning Resources

1. Abdul Qayyum, *Nazm-o Nasq-e-Ammah* (Hyderabad: Nisab Publishers, 2018).

2. Avasthi and Maheshwari, *Public Administration* (New Delhi: Lakshmi Narain Agarwal, 2017).

3. J. M. Pfiffner and R. V. Presthus, *Public Administration* (New York: Ronald Press, 1965).

4. L. D. White, *Introduction to the Study of Public Administration* (New York: Mac Millan, 1926).

5. M.P. Sharma and B. L. Sadana, *Public Administration in Theory and Practice* (Allahabad: Kitab Mahal, 2018).

6. Rumki Basu, *Public Administration: Concepts and Theories* (New Delhi: Sterling Publications, 2012).

7. S. L. Goel, *Public Administration: Theory and Practice* (New Delhi: Deep and Deep, 2003)

8. Saroj Kumar Jena, *Fundamentals of Public Administration* (New Delhi: Anmol Publications, 2001).

Unit - 2: Difference between Public Administration and Private Administration

Structure

2.0 Introduction
2.1 Objectives
2.2 Public and Private Administration
      2.3 Difference between Public and Private Administration
      2.4 Similarities between Public and Private Administration
2.5 Learning Outcomes
2.6 Glossary
2.7 Sample Questions
2.8 Suggested Learning Resources

2.0 Introduction

Public Administration is an indispensable aspect of any system, without which the concept of its construction and functioning remains inconceivable. Companies, firms, labor unions, religious institutions, political parties, and other established human organizations require a set of rules for their smooth functioning, and the realization of these rules is achieved through the Public Administration

Every organization requires structure and organization, but the nature of the structure and organization of an entity depends on its inherent characteristics. Therefore, the structure and organization of private or non-governmental organizations are referred to as 'Private Administration', while the structure and organization of government organizations are termed as 'Public Administration'

2.1 Objectives

The objectives of this Unit are to:

- understand the definition of public and private administration.

- study the differences between public and private administration.

- study the similarities between public and private administration.

2.2 Public and Private Administration

In 1887, in his published article 'The Study of Administration,' Woodrow Wilson introduced the philosophy of the Politics-Administration Dichotomy. Wilson insisted that politics and administration are distinct realms. Politics pertains to the formation of public policy, legislation, and decision-making, and it is the domain of statesmen. In contrast, administration involves the execution of laws and the implementation of public policy, and it is the realm of administrative experts.

Woodrow Wilson believed that the government administration in America was suffering from inefficiency and that it needed the rigorous discipline of the 'Science of Administration' to rescue it from all its maladies. Wilson compared government administration to business administration, stating that administration lacked economy, efficiency, and effectiveness, similar to business administration.

Woodrow Wilson undoubtedly aimed to improve public administration, aligning it with principles of business administration. However, it is worth noting that he did not overlook the differences between public and private administration. He was well aware that there was a significant difference in structure, functions, and objectives between the two.

Now, let us discuss the similarities and differences between public administration and private administration. Thinkers like Paul H. Appleby, Sir Josiah Stamp, Herbert Simon, Peter Drucker, and John Gaus argue that there are distinctions between public administration and private administration. In contrast, Henri Fayol, Mary Parker Follett, and Lyndall Urwick advocate for their similarities.

2.3 Difference between Public and Private Administration

According to Sir Josiah Stamp, there are four specific aspects on which the distinction between public administration and private administration can be based:

1. The Principle of Uniformity: Public administration often controls general and uniform laws and regulations, while private administration formulates laws and regulations according to specific circumstances.

2. The Principle of External Financial Control: Public administration controls government revenues and expenditures through legislatures and representatives of the people, while private administration has internal control.

3. The Principle of Ministerial Responsibility: In public administration, responsibility is on the elected representatives of the people, whereas in private administration, responsibility is on the board of directors.

4. The Principle of Marginal Return: The primary objective of private organizations is to maximize profits, regardless of the amount. In contrast, most objectives of public administration cannot be measured in terms of money, and their assessment cannot be done through accounting methods. Many government policies are implemented without any direct benefits to particular segments of society.

Herbert Simon sees three dimensions in the difference between public and private administration:

1. Public administration often has a bureaucratic element, while private administration operates like a business.

2. The role of public administration is political, while private administration is non-political.

3. Public administration is often associated with red-tape, whereas private administration is free from it.

According to Felix A. Nigro, the difference between public administration and private administration is also due to their organizational size. Private organizations cannot compete with the vast size of government organizations.

2.4 Similarities between Public and Private Administration

The similarities between public administration and private administration are as follows:

• Both public and private administration rely on common skills, techniques, and methodologies.

• In modern times, the goal of profit is not limited only to private administration; it has also been recognized as a legitimate objective for government-owned business entities. For example, the Parliament of India oversees various government-owned companies whose aim is to generate profits.

• Private companies now operate in a manner similar to public administration in terms of regulation and control over the activities of their employees.

• In contemporary times, regulatory control is not confined to public administration alone, but extends to private firms through various regulatory laws.

• Both systems have similar hierarchies and organizational relationships among employees.

• In both systems, services are centered around the public. The success of government administration depends on the satisfaction of citizens, whereas in private administration, clients are accepted.

This encapsulates the key similarities between public administration and private administration.

2.5 Learning Outcomes

Dear Learners, at the end of this Unit you should have:

• understood the definitions of public and private administration.

• studied the differences between public and private administration.

• explored the similarities between public and private administration.

2.6 Glossary

Red Tape: is a term that illustrates the bureaucracy in government agencies, where strict adherence to rules and regulations, along with the need for extensive paperwork, often appears unnecessary and frequently causes delays and difficulties in obtaining something.

2.7 Sample Questions

2.7.1 Objective Questions:

1. Who said, "Government examines every effort to implement public laws and policies"?

    (a) Demak and Demak (b) Kooning (c) All of these (d) None of these

2. Who explained four points of difference between public and private administration?

    (a) Dwight Waldo (b) Sir Josiah Stamp (c) Felix Nigro (d) Herbert Simon

3. According to which thinker, the relationship of administration is "what" and "how" in the following: "What" refers to the material and technical knowledge that makes an administrator capable of performing his work, while "how" refers to the methods and techniques of efficient work completion.

    (a) Nicholas Henry (b) M.P. Follett (c) Woodrow Wilson (d) Marshall Dimock

4. Who first coined the term "Bureaucracy"?

       (a) Max Weber (b) De Gournay (c) Karl Marx (d) Friedrich Engels

5. Who is not a supporter of the Classical Theory?

       (a) Simon (b) Smithburg (c) Gulick (d) All of them

2.7.2 Short Answer Questions:

1. Define private administration.

2. Define public administration.

3. What is the difference between private administration and public administration?

4. What are the similarities between private administration and public administration?

2.7.3 Long Answer Questions:

1. Explain the similarities and differences between public administration and private administration in detail.

2. Clarify the relationship between private administration and public administration.

2.8 Suggested Learning Resources

1. Rumki Basu, *Public Administration: Concepts and Theories* (New Delhi: Sterling Publications, 2012).

2. Avasthi and Maheshwari, *Public Administration* (New Delhi: Lakshmi Narain Agarwal, 2017)

3. M.P. Sharma and B. L. Sadana, *Public Administration in Theory and Practice* (Allahabad: Kitab Mahal, 2018)

4. S. L. Goel, *Public Administration: Theory and Practice* (New Delhi: Deep and Deep, 2003)

5. Abdul Qayyum, *Nazm-o Nasq-e-Ammah* (Hyderabad: Nisab Publishers, 2018)

Unit-3: Relationship of Public Administration with other Social Sciences

Structure

3.0 Introduction
3.1 Objectives
3.2 Public Administration as a Social Science
      3.3 Public Administration and Politics: An Inescapable Relationship
      3.4 Public Administration and Sociology
      3.5 Public Administration and Economics
      3.6 Public Administration and Psychology
3.7 Learning Outcomes
3.8 Glossary
3.9 Sample Questions
3.10 Suggested Learning Resources

3.0 Introduction

Dear Learners, you have already understood that the purpose of public administration is to implement government activities for the welfare and well-being of the public. In the present era, public administration is considered as a branch of social sciences, and its origin and development are closely related to political science. The study of the relationship between public administration and politics can be done on two levels: intellectual and practical.

While the subject matter of public administration primarily focuses on the practical aspects of government activities, it should also be studied at the intellectual level. At the intellectual level, public administration is categorized under the umbrella of social sciences because its conception is rooted in political science, which itself is a social science.

In ancient times, all social sciences were considered as a single discipline of study. However, over time, these subject areas were divided into various disciplines, including history, sociology, political science, economics, and more. The Industrial Revolution promoted the development of these disciplines. With the rise of specialization, the need for specialists and experts in various aspects of social sciences became apparent.

The specialization in social sciences led to the emergence of modern disciplines, allowing for detailed study of various issues related to human life. While specialization brought significant changes to the field of scientific professions, it also resulted in a lack of comprehensive and holistic understanding of different aspects of human life. Excessive specialization shifted our focus away from the totality and comprehensiveness of human life and led to unrealistic outcomes in our scientific research.

When specialists and experts began their studies, they often overlooked various environmental factors in their limited research. In these circumstances, it has become evident that human life and human society require comprehensive understanding and research. It is impossible to fully understand human societies in isolation. The various elements within a society constantly influence individuals. If we only study sociological aspects and neglect gaining knowledge about political, economic, historical, and psychological aspects, such a study would not contribute significantly to the advancement of social sciences.

Therefore, it has been realized that a comprehensive approach is needed to understand different aspects of human life, which requires taking into account various vital dimensions of human existence. It has also become apparent that different branches of social sciences are interconnected. Viewing them in isolation would be incorrect. Hence, we study the relationship of public administration with other social sciences in this Unit.

3.1 Objectives

Dear Learners, the objectives of this Unit are to:
- understand the difference between physical sciences and social sciences.
- become familiar with various aspects of public administration as a social science.
- comprehend the relationship between public administration and politics.
- understand the relationship between public administration and sociology.
- gain insight into the relationship between public administration and economics.
- understand the relationship between public administration and psychology.

3.2 Public Administration as a Social Science

Social sciences are referred to as *samaaji uloom* in Urdu. The term *sciences* in Social Sciences is distinct from the nature of physical sciences, such as physics, chemistry, geology, biology, zoology, and botany, which are collectively referred to as Pure Sciences. These pure sciences are characterized by three main attributes:

1. Certainity
2. Validity
3. Predictability

These attributes are based on scientific methods and rely on verifiable principles. The scientific process in these disciplines includes theory building, experiments, and empirical observations, leading to precise and predictable outcomes.

In contrast, social sciences lack the certainty, validity, and predictability found in the pure sciences. Social sciences focus on the study of human behaviour, attitudes, conduct, nature, actions, and psychological processes. Unlike the natural sciences, the behaviour and psychology of humans do not adhere to rational and definite principles. Human behaviour varies according to societal norms and is subject to change, making predictions in social sciences less straightforward.

Due to the complex and ever-changing nature of human behaviour and society, social sciences require the establishment of comprehensive and universal principles that encompass all aspects of human life. While many social science disciplines struggle to achieve this, some are developing new techniques or adopting scientific methodologies to improve their certainty, validity, and predictability.

The field of public administration is considered a branch of social sciences because it is central to the management of governmental activities that directly impact the lives of citizens. Public administration encompasses a wide range of civic responsibilities, from prenatal and healthcare for mothers and children to education, employment opportunities, and a dignified end of life. Public administration influences every aspect of citizens' lives.

It is a unique branch of social sciences because it primarily relies on observation rather than experimentation, which is common in scientific administrative activities. While experimental methods in social sciences are limited, behaviourism and empirical methods have been increasingly influential in shaping public administration research.

Public administration shares commonalities with other social science disciplines, such as sociology, political science, economics, and psychology, and it plays a vital role in inter-disciplinary research. The field emphasizes positivism and normativism, focusing on questions like "What is?" and "What should be?" Public administration contributes to theory building and aims to provide comprehensive and normative insights into the organization and management of governmental activities.

Social sciences, including public administration, differ from physical sciences in their focus on the complexities of human behaviour and societal structures. While they lack the precision and predictability of the physical sciences, social sciences are increasingly adopting empirical methods and striving to establish comprehensive and universal principles to enhance their scientific rigor. Public administration, as a branch of social sciences, plays a pivotal role in the management and governance of societies.

Determining the boundaries between politics and public administration is not an easy task because we cannot separate politics from public administration. In fact, Woodrow Wilson himself was ambivalent about their distinctiveness and unity. After Wilson, various thinkers provided different interpretations of their relationship.

While Frederick C. Mosher was convinced that Wilson strongly advocated for the separation of public administration from politics. On the other hand, Fred Riggs insisted that Wilson believed politics and public administration were not only interconnected but that the implementation of administrative actions without the influence of political policies was inconceivable. Politics and public administration are like the two branches of government, and Wilson's influences on the relationship between these branches were as follows:

As the legal enforcement of policies considered "if," "but," "when," and "however," climbing the jagged peaks of privilege and descending into valleys, the interrelationship between the branches of government became apparent. There could be no boundary that completely separated administrative affairs from non-administrative matters. So, it can be said that politics and public administration are closely linked, and the distinction between the two is not absolute. Wilson's ideas emphasized the interdependence of these fields, where political policies play a vital role in shaping administrative actions:

> No lines of demarcation, setting apart administrative from non-administrative functions,
> can be run between this and that department of government without being run uphill and
> down dale, over dizzy heights of distinction and through dense jungles of statutory

enactment, hither and thither around "ifs" and "buts," "whens" and "howevers," until

they become altogether lost to the common eye"

In 1891, Woodrow Wilson stated:

"Administration cannot be divorced from its connections with the other branches of public law without being distorted and robbed of its true significance. Its foundations are those deep and permanent principles of politics."

The concept of the separation of politics and public administration suffered during the New Deal era and the World War, and it faced criticism on the global stage. Critics like Luther Gulick, L. D. White, and Paul Appleby rejected the notion of the separation of politics and public administration. Gulick described the separation as "impractical, impossible, and undesirable," arguing that it had led to a tragic demise, as it is a fact that public administration is inherently intertwined with politics and policy.

Paul Appleby, a staunch supporter of the New Deal, opposed the separation of politics and public administration, contending that policy formulation is part of public administration. He dismantled the traditional concept of this duality, which is based on the belief that policy formulation is a political act, and the implementation of that policy is an administrative act. According to Appleby, public administration theory is also a political theory. His book "Big Democracy" brought the duality of politics and public administration to the forefront. Van Riper wrote:

> As we all should know by now, politics and administration are inextricably
> intermixed. Both are central to effective action. One problem is to bring them
> together in a symbiotic association yet keep each in its proper place. The
> other is to understand that the "proper place" of each will vary through time.
> There is no permanent solution, no fixed paradigm, to this or any other ends-
> means continuum.

Therefore, it is evident that the concept of the separation of politics and public administration was compromised after the Great Depression. However, R. K. Sapru points out that this duality has not ended, and its significance remains today. He presents three reasons for its persistence in the field of public administration education:

The following points present various aspects of the relationship between politics and public administration in the context of public institutions and governance:

1. **Basis of Free Study of Public Institutions:** This concept suggests that the study of politics and public administration can be separated in such a way that they can form the basis for a new field of study, free from the constraints of working through a specific agency dedicated to public affairs.

2. **Business Approach in Public Institutions:** Woodrow Wilson observed a lack of economy, efficiency, and effectiveness in American government bureaucracy and attributed it to political interference. He argued that the separation of politics and public administration is still important today to escape misconduct and incompetence.

3. **Explanation of the Relation of Administration and Politics:** The significance of the duality of politics and public administration has grown in modern times because it challenges whether any other relationship beyond their separation is possible. Some argue that public policy's formulation and its application are deeply intertwined, and they both influence each other.

4. **Democratic Accountability:** Woodrow Wilson proposed a graded concept of democratic accountability, emphasizing the need for public agencies to be accountable to the legislature, which is in turn accountable to the public. However, implementing this concept can be challenging as the administrative bureaucracy is often separate from the elected officials.

5. **Feedback in Public Administration:** The feedback mechanism in public administration plays a vital role in democratic accountability. Administrative agencies should be responsive to the public's needs and preferences. Public policies are shaped by both the political system and the bureaucracy.

6. **Representative Bureaucracy:** The concept of representative bureaucracy suggests that the administrative staff should reflect the diversity of the population it serves. This can enhance democratic accountability by ensuring that public administration is more attuned to the needs and interests of various demographic groups.

7. **Public Participation:** Public participation is another key element in enhancing democratic accountability. Engaging the public in decision-making processes can help ensure that policies and administrative actions align with the public's preferences and values.

8. **Impact of Political Systems:** The political system of a country significantly influences its administrative structure and functioning. The legal and constitutional framework, as well as the balance of political powers, can affect how public administration operates.

9. **Role of Parliament:** Parliamentary systems of government often involve direct interaction between politicians and public administrators. Elected officials may hold administrators directly accountable for their actions and decisions.

Therefore, the relationship between politics and public administration is complex and multifaceted. While there are calls to separate them for the sake of efficiency and accountability, it remains a subject of ongoing debate and discussion in the field of public administration. The political system, feedback mechanisms, and public participation all play a role in shaping the interaction between these two domains.

3.4 Public Administration and Sociology

"Sociology" is the English term for *samaajiyaat* in Urdu. It is believed to be first coined by the French thinker Auguste Comte in human history. The word "Sociology" is a combination of two words: the first word, "Socio," is derived from the Latin word "socius," which has various meanings such as society, group, companionship, friendship, fellowship, closeness, companions, etc. The second word, "logy," is derived from the Greek word "logos," which means the study or knowledge of something and in modern terms, refers to a scientific study. For example, biology refers to the scientific study of living organisms. Similarly, botany and zoology are related to the scientific study of plants and animals, respectively. Therefore, Sociology can be defined as the scientific study of society. It can also be said that sociology is the scientific study of society and human culture. So, while Auguste Comte is credited with coining the term *sociology*, there have been other notable figures who have contributed to its development, including Karl Marx, Emile Durkheim, Max Weber, and others.

The subject matter of sociology encompasses a wide range of aspects of human life. It particularly studies interactions among humans, all types of relationships, and various social behaviors. Sociology explores how interactions between individuals and the resulting effects lead to changes in human behavior over time. It can be said that Sociology is the scientific study of social interactions, social relationships, and their impact on society and human culture. Therefore, while the introduction of sociology primarily owes itself to Auguste Comte, there are other personalities who contributed to its advancement.

The study of sociology encompasses various units, such as the family, household, clan, neighborhood, city, ethnicity, state, government, governmental institutions, schools, colleges, universities, etc. The influence of one organization on another and the nature of relationships between organizations and individuals are studied in sociology. It examines how one organization affects another and the nature of relationships between organizations and individuals.

In the previous pages, you read that the science of sociology is related to human behavior, where the individual is studied as a member of society. In other words, it can be said that the science of Sociology is the study of society and social behavior. Furthermore, we know that the system and structure of society are, in fact, united and social efforts. In this sense, the government's organization and administration are, in fact, social organization and administration. The system and structure of any country depend on its social environment, culture, and civilization. To have a correct idea of the system and structure, it is essential to undertake a factual study of that society. Knowledge of this environment is necessary because various social groups establish interactions, conduct trade, and exchange ideas at different levels. For example, public officials who deal with rural development programs and Eskimo schemes need knowledge of the social conditions of these particular groups for better implementation of their duties.

The science of sociology provides necessary material to the administrators. It studies various matters of society that include an individual's status, family, profession, social strength, etc. Awareness of these issues through Sociology's study can improve the activities of public servants. It not only focuses on the study of social changes but also sustains social peace and harmony.

By understanding and analysing various social norms and relationships of different groups, changes that are essential to fulfil the objectives can be introduced. In this regard, analysing the eradication of poverty is an example. Sociology helps administrators by providing the essential material to identify problems and recommend appropriate solutions. It is essential to have knowledge of these various matters, as decisions made based on an understanding of the social and environmental conditions can be executed with more confidence, avoiding errors, biases, and undue assumptions. This point is of special interest because Max Weber's essay "Bureaucracy" fundamentally affected the research and practical aspects of public administration.

Public administration is closely related to economics. This is because, in the present era, the economic policies and objectives of a nation are completed through organization and general

order. In the 19th century, individualism was highly valued, and the concept of a police state was popular. According to this concept, the state was considered mandatory, and its scope was limited. At that time, the responsibilities of the state were confined to defense, the police, and the administration of justice. However, the industrial revolution and the emergence of various issues necessitated that the state establish working hours for laborers, protect their rights, and intervene in economic and industrial matters.

Until recently, the organization and general order avoided direct involvement in economic policies, but now they are increasingly becoming involved in shaping economic policies. Therefore, the nation has slowly started to enter the field of economics. The presence of a prosperous nation does not only increase the economic responsibilities of the state; it also strengthens the connection and coordination between organization and general order and economics.

Today, organization and general order not only affect each other but are also influenced by one another. For the success of organization and general order, knowledge of economics is essential. In the current era, it is the era of the welfare state, so every successful administration must have knowledge of economics. The formation of the nation's economic and industrial plans and their implementation is the responsibility of organization and general order. Therefore, it can be said that knowledge of economics is the key to the success of the administration.

In a welfare state, determining the economic development of the public, eliminating economic weaknesses, and eradicating poverty are vital responsibilities of the nation. The organization and general order can achieve the goals of the welfare state successfully by understanding and addressing economic issues. Currently, all policies of the government are primarily economic. Understanding and solving economic issues are necessary for the administration. Today, the government's economic responsibilities are greater than those of ancient governments.

In the modern era, economics has become the foundation of organization and general order. This means that all administrative policies are formulated on economic foundations, and it is evident how beneficial this is for the nation. To achieve economic development, various projects are prepared by the government. To prepare them, knowledge of economics is essential. The government's budget, which is prepared to train its officials, is also a part of economics. Today, the administration is successful only when it has knowledge of economics.

Dear Learners, previously you read a brief definition of the science of economics, and you now understand that economics affects human life at every moment. Similarly, in Unit 1 of this course, you have learned that organization and general order are also deeply connected to every aspect of human life and influence it at all times. As branches of social sciences, the primary goal of organization and general order and economics is human development, welfare, and prosperity. Therefore, it is essential that there are strong links and connections between these two subjects.

The history of organization and general order tells us that in the 18th century, it mainly fulfilled two duties:

1. Establishing law and order in the state.
2. Collecting taxes.

In ancient times, there was no concept of a welfare state, so the primary objective of organization and general order was not to serve the public but to serve the king and his royal family. Their main purposes were to strengthen the state and the nation, build a powerful army, secure the nation from the eyes of enemies through espionage networks, and construct strong fortresses as symbols of their power. In that era, there was also no concept of modern bureaucratic officers, so individuals who were closely associated with the king or who deserved his special attention and rewards were assigned to administrative roles.

During the reign of kings, the administration operated according to the monarch's commands, where words spoken by the king held ultimate authority. The king would appoint individuals as part of the bureaucracy based on his preferences and include them in the administration. Therefore, the organization of the time came to be known as traditional bureaucracy, a concept formulated by the renowned thinker Max Weber.

The primary purpose of governance during this period was to establish and stabilize the government and the state, ensuring peace and security, with only a minimal share of the royal treasury allocated to the welfare and well-being of the public. A significant portion of government revenue came from agriculture and crop production. While the economic duties of production were of an agricultural nature, there was no concept of modern industries at that time. Consequently, the public bureaucracy had fewer economic responsibilities, and administrative machinery was not highly developed.

However, when the Industrial Revolution occurred in Europe in the 19th century, it brought about significant changes in the concept of nation and state. The establishment of new

factories where modern machines were prioritized led to an unprecedented increase in industrial production. The number of these factories grew over time, and a significant portion of the population began working in industries. While these factories provided employment opportunities to the masses, conflicts and confrontations between factory owners and workers emerged over time.

Factory owners aimed to maximize profits, while workers demanded fair wages and reasonable working hours. The factories became symbols of capitalism, factory owners became wealthy, and the conditions of workers deteriorated continuously. The relationships between factory owners and workers further deteriorated. In this backdrop, the responsibilities of the state increased significantly. Two main aspects were added to the responsibilities of the government. Firstly, after the Industrial Revolution, there was a need to manage and regulate the progress, excesses, and exploitation in production. Secondly, it became essential to establish a connection between the classes of capital owners and labourers within the factories.

The excesses of the state and resources led to a substantial increase in the economic duties of the public bureaucracy. At the global level, the machinery of administration was out-dated and based on old and antiquated structures, making it challenging to adapt to changing needs. The biggest failure of the public bureaucracy was that it could not prevent the division of human society into two classes.

The study of deteriorating relationships between social classes was carried out by the renowned German thinker Karl Marx in his work *Das Kapital*. Marx observed that human society was divided into two classes: the bourgeoisie, the capitalist class, and the proletariat, the working class. According to Marx's theory, the bourgeoisie, as the dominant class both economically and socially, exploited the poor workers. This concept is often interpreted as the theory of class conflict, as proposed by Marx. Marx's theories and classifications advocated socialism as the solution to end class conflict.

While all of Marx's theories were of economic nature, to implement them, the public bureaucracy needed restructuring and transformation. The concept of a socialist state became prevalent globally, and various countries adopted socialist or mixed economies. This led to the nationalization of industries on a large scale, and the equitable distribution of state resources became crucial.

In 1887, four years after the death of Karl Marx in 1883, Woodrow Wilson published his historic essay "The Study of Administration," which marked a significant milestone in the

academic history of public administration. On one hand, Karl Marx had critically analysed capitalism and public administration in Europe, examining their effects, while on the other hand, Wilson's essay not only critiqued American public administration but also provided a definition for European public administration and industrial development.

Wilson argued that while the United States was indeed a democratic country, American public administration was suffering from inefficiency and was riddled with problems. He compared European models of public administration to that of the United States and contended that Europe had superior techniques and mechanisms for governance.

Wilson was well aware of the differences between the United States and Europe, noting that the U.S. was a republic while Europe followed different systems. He famously illustrated this difference by stating that if someone was sharpening a knife in front of you with the intention to kill, you should adopt the excellent technique without compromising your principles and ethics. This analogy highlighted Wilson's call for the United States to learn from European techniques of administration.

Furthermore, Wilson introduced the concept of the "Politics-Administration Dichotomy," emphasizing the need to separate politics from administration. He believed that American public administration should be free from political influences and operate efficiently, emphasizing economy, efficiency, and effectiveness. According to Wilson, the inefficiencies in American public administration were primarily due to political interference, and he advocated for a clear distinction between the two domains.

Frank Goodnow also contributed to the idea of separating politics from administration. He argued that politics expressed the will of the state and established policies, while public administration carried out these policies. He believed that although administration required adherence to law and policy, it should not be unduly influenced by political considerations.
Wilson pointed out that American public administration lacked efficiency, and this deficiency was attributed to political interference. He believed that politics and administration were distinct areas, and proper governance required keeping them separate.

Woodrow Wilson's essay on the study of administration marked a significant development in the field of public administration. He advocated for the adoption of efficient administrative techniques, learning from European models, and separating politics from administration to improve the functioning of American public administration. This distinction

between politics and administration remains an important concept in the field of public administration to this day.

3.6 Public Administration and Psychology:

Psychology is the scientific study of the human mind and human behaviour. The connection of the human mind is with its thought patterns, so it can also be said that psychology is the scientific study of human thought patterns and behaviour. Dear Learners, you have read in previous units that humans are social animals, and various elements in society influence their thought patterns and behaviour. These elements can be biological, social, environmental, political, and economic in nature. The English term for the field of psychology is derived from the Greek word "psyche," which has various meanings, including life, biology, soul, mind, brain, and thought, among others. Therefore, psychology is considered the study of the human mind.

Every social science is influenced by psychological elements because they are related to human behavior. The importance of human elements in society is continuously increasing in general organization and structure. In ancient times, administrative psychology was not associated with public administration. However, today, psychology is recognized as an essential part of public administration, and it cannot be separated from public administration. In the early stages of its study, public administration did not give much importance to psychological elements. It was a common belief that humans are rational beings, and their behaviour is always predictable. However, with significant advancements in the field of psychology, public administration professionals had to reconsider their theories.

Nowadays, psychology plays a significant role in public administration. When making decisions about the appointment of employees, their psychology is examined. Training programs include psychology as a subject, and it is recognized that a successful administrator must have knowledge of psychology because their interaction is with dynamic individuals who continually adapt their behaviour to the situation. A better understanding of psychology allows administrators to determine the various needs of human society and what people expect from the government.

In the present era, psychology is essential for administration. Officers who lack knowledge of psychology cannot be part of a successful administration. This is why it is said that public administration and psychology are deeply interconnected. The modern way of thinking in public administration requires the inclusion of psychology. It is widely accepted that psychology is related to human behaviour, and this fact is now acknowledged. It is now widely accepted that

psychology plays a role in all human organizations, and psychology cannot be separated from public administration.

Traditional thinkers in public administration used to consider psychology as a separate discipline from public administration. However, modern scholars in public administration consider a deep understanding of human psychology necessary for the study of public administration. Those who accept this theory believe that psychology is related to all human organizations, and psychology has become an essential part of public administration.

According to a study published in the *Public Administration Review* journal in its 2016 issue, there has been a significant increase in the past 20 years in scientific articles that address the issues of public administration with proposals for solutions related to psychology. The top three journals in the world that contain these scientific articles addressing public administration issues with reference to psychology are as follows:

- *Public Administration Review*

- *Journal of Public Administration Research and Theory*

- *Public Administration*

The researchers of this article have made it clear that their research covers the period from 1996 to 2015. They argue that their research is evidence that psychology has become increasingly relevant in the research, education, and practical fields of public administration. The connection between public administration and psychology is not new, and from its early days, there has been a focus on human and psychological aspects.

Dear Learners, you should know that the early phase of the development of public administration is referred to as the classical era. Classical thinkers in public administration emphasized general and universal principles of organization that could be applied to any organization to enhance its productivity. Classical thinkers tended to overlook the human aspect of organization. However, Elton Mayo, the founder of the Human Relations School, criticized the mechanistic principles of the classical era and, through his experiments, he demonstrated that interpersonal relationships could not be ignored in any organization. Mayo laid the foundation for studying emotions and feelings in public administration.

In addition to Elton Mayo, Herbert Simon and Dwight Waldo also emphasized the psychological aspects of public administration in their writings. According to Simon, for the invention of a new science of public administration, it is necessary that the study of public administration be based on social psychology. Simon stated this in an article titled "The Science

of Public Administration," published in the *Public Administration Review* in 1947. Herbert Simon and Chester Barnard are considered the founders of the theory of action in public administration. The essence of the theory of action is actually found in psychological studies. Psychological research has given rise to not only the theory of action but also social psychological theories by scholars such as Douglas McGregor, Abraham Maslow, and Frederick Herzberg. You will read brief summaries of these theories.

Chester Barnard and Herbert Simon are great thinkers in the field of public administration. Chester Barnard, the author of *The Function of the Executive*, is regarded as an invaluable asset to the scientific history of public administration. This book encompasses a range of disciplines, including anthropology, economics, psychology, sociology, law, political science, political theory, and social psychology, which attests to Barnard's wide-ranging scientific access. This book highlights the three essential elements for the existence of an organization:

1. Individuals capable of communicating with each other.
2. These individuals identifying the common purposes of the organization.
3. These individuals having the desire to serve those purposes.

Barnard's perspective on the interactions and relationships among organization members does not always conform to the general principles of the organization. It is inherent in human psychology that they tend to establish interpersonal relationships based on their private interests. These interpersonal relationships among members continually take on informal characteristics and constitute what Barnard calls the "informal organization." According to Barnard, these informal organizations are boundless and significantly influence the formal organization. He presents a new concept of authority, challenging the traditional definition of authority as stemming from the issuance of executive orders. According to Barnard, the legitimacy or acceptance of executive commands by the employees is what defines authority.

Chester Barnard, in his book *The Functions of the Executive*, highlighted three essential elements for the existence and functioning of an organization:

1. **Individuals capable of communication:** For an organization to operate effectively, it needs individuals who can communicate with each other. Communication is crucial because it enables coordination and cooperation among members. Without effective communication, an organization would struggle to achieve its goals.

2. **Common purpose:** Members of the organization must share a common purpose or objective. This common purpose provides a unifying goal that brings individuals together

and guides their efforts. Without a shared purpose, there would be no reason for the organization to exist.

3. **Willingness to serve the common purpose:** Individuals within the organization must be willing to work together and contribute their efforts to serve the common purpose. This willingness to cooperate and work toward shared goals is essential for the organization's success. Without this commitment, the organization would face internal conflicts and difficulties in achieving its objectives.

These three elements emphasize the importance of communication, shared goals, and a cooperative spirit among members as foundational aspects of organizational effectiveness according to Chester Barnard's perspective.

Individuals in an organization accept authority in the following four situations, which are part of Herbert Simon's theories of organizational decision-making:

1. When transmitted instructions are understandable and reasonable
2. When transmitted instructions align with organizational goals
3. When transmitted instructions do not contradict individual employee objectives
4. When it is beyond the capability and willingness of employees to challenge transmitted instructions

Barnard's theories encompass the psychological competencies of an individual. In the light of these psychological characteristics, Barnard identifies three key responsibilities of a general manager:

1. Determining the organization's purposes and objectives.
2. Maintaining organizational relationships and interactions.
3. Assuring the faith and trust of individuals in the organization.

Herbert Simon published his Ph.D. dissertation in the form of a book titled "Administrative Behavior," which gained immense popularity in the 20th century. Simon, too, advocated the study of the science of administration, but his stance differed from classical thinkers. To establish the effectiveness of organizations, Simon introduced principles of decision-making as central to his theories. He equated decision-making with rationality.

According to Simon, the process of decision-making within organizations involves three main stages:

1. **Intelligence Activity:** This involves seeking opportunities for decision-making and preparing mentally for it.

2. **Designing Activity:** This entails developing various possible courses of action for decision-making.

3. **Choice Activity:** This refers to selecting the best course of action among the alternatives that have been designed.

Simon suggests that these three stages of decision-making may appear simple and straightforward, but in reality, they become increasingly complex and challenging. The choice activity, in particular, is the most difficult. To mitigate this complexity, Simon emphasizes the importance of basing all decisions within an organization on facts and avoiding decisions influenced by personal values. He argues that administrative science, like other scientific disciplines, can indeed be based on facts where value elements have no place.

Simon distinguishes between two types of decisions within organizations:

1. **Programmed Decisions:**

2. **Non-programmed Decisions:**

Decisions within organizations can be categorized into two main types: programmed decisions and non-programmed decisions.

Programmed Decisions: Programmed decisions are those that are made repeatedly and are applied over a specific period. These decisions are of a general nature and do not require the development of new tools or procedures for their implementation. They are typically based on established norms and procedures. Programmed decisions are routine in nature and can be handled according to accepted organizational practices.

Non-programmed Decisions: Non-programmed decisions, on the other hand, are novel decisions that do not have historical precedents within the organization. They are unique and require the creation of new tools, procedures, or guidelines for their implementation. Non-programmed decisions are not routine and often require the involvement of top management to establish specific guidelines for handling them.

Herbert Simon suggests that both programmed and non-programmed decisions share common characteristics within an organization:

1. Clarity of Organizational Environment

2. Assessment of Organizational Resources and Objectives

3. Alignment of Organizational Activities and Objectives

4. Identification of Organizational Issues

5. Rational and Thoughtful Decision-Makin

3.7 Learning Outcomes

At the end of this Unit, you should:

- have understood the distinction between physical sciences and social sciences.
- have explored various aspects of public administration as a social science.
- have gained an understanding of the relationship between public administration and other social sciences.

3.8 Glossary

Behaviorism or Behavioral Theory: Behaviorism, also known as Behavioral Theory, is a relatively new branch of social sciences that first emerged in the United States. It is primarily associated with a political science perspective that seeks to provide a distinct and unique understanding of political behavior by adopting empirical and non-partisan approaches. Behaviorists focus on the study of individual actions, behaviors, and interactions in contrast to the traditional emphasis on political institutions (such as legislatures, executives, and judiciaries). The proponents of behaviorism argue that it is important to study the actions and behaviors of individuals involved in political activities, including legislators, bureaucrats, and judges, to gain a comprehensive understanding of political processes.

• **Empirical Methods:** Empirical methods are research techniques that rely on observations and practical experiments to investigate and analyze phenomena. Instead of relying solely on theories, empirical research seeks to obtain results based on direct observation and real-world experiences. In this approach, only those facts and findings that are obtained through sensory observations are considered valid and acceptable.

• **Positivism**: Positivism is a philosophical perspective that accepts only tangible and observable manifestations as valid and worthy of consideration. According to positivism, only those facts and truths that can be perceived through the five senses and empirically verified are considered real and legitimate. Positivism dismisses abstract or metaphysical concepts and emphasizes the importance of empirical evidence and scientific methods in acquiring knowledge.

• **Normativism**: Normativism is a concept in social sciences that advocates for the advocacy of social values and norms over objective facts. It places a higher preference on human values and

ideals beyond mere factual observations. Normativism seeks to establish higher standards of conduct and behavior within human societies, aiming for an elevated moral and ethical standard in social interactions and decision-making processes.

3.9   Sample Questions

3.9.1 Objective Questions:

1. Who among the following is associated with Bureaucracy?

   (a) Auguste Comte (b) Max Weber (c) Emile Durkheim (d) Emilie Durkheim

2. Who presented the philosophy of class conflict?

   (a) Karl Marx (b) Max Weber (c) Herbert Spencer (d) Karl Popper

3. The concept of Social Darwinism was founded by:

   (a) Charles Darwin (b) Lamarck (c) Max Weber (d) Herbert Spencer

4. Which social thinker raised his voice against slavery in America?

   (a) James Mill (b) Mahatma Gandhi (c) Harriet Martineau (d)

5. Karl Marx's theory of functionalism originated in _____.

   (a) India (b) Britain (c) America (d) Europe Answer: (b) Britain

3.9.2 Short Answer Questions:

1. How did Aristotle divide the scientific disciplines? Explain.
2. How did specialization impact social sciences, and what were its consequences?
3. What is the relationship between bureaucracy and politics?
4. Explain the relationship between bureaucracy and sociology.
5. Explain the relationship between bureaucracy and economics.

3.9.3 Long Answer Questions:

1. Write a note on the inseparable relationship between politics and public administration.
2. What is the connection between public administration and other social sciences?
3. Elaborate on the relationship between public administration and psychology.

3.10 Suggested Learning Resources

1. Abdul Qayyum, *Nazm-o Nasq-e-Ammah* (Hyderabad: Nisab Publishers, 2018).

2. Avasthi and Maheshwari, *Public Administration* (New Delhi: Lakshmi Narain Agarwal, 2017)

3. M.P. Sharma and B. L. Sadana, *Public Administration in Theory and Practice* (Allahabad: Kitab Mahal, 2018)

4. S. L. Goel, *Public Administration: Theory and Practice* (New Delhi: Deep and Deep, 2003)

5. Saroj Kumar Jena, *Fundamentals of Public Administration* (New Delhi: Anmol Publications, 2001).

Unit - 4: Formal Organization and Informal Organization

Structure

4.0 Introduction
4.1 Objectives
    4.2 Barnard's Life and Services
    4.3 Formal and Informal Organizations
4.4 Learning Outcomes
4.5 Glossary
4.6 Sample Questions
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4.0 Introduction

Behavioural theory is an effective way of studying social sciences. This theory primarily focuses on various aspects of human behaviour. It is fundamentally rooted in the political thought of American social scientists. Often, this theory is referred to as a revolution or movement in attitude. It is also known as the socio-psychological theory or contemporary human relations theory. This theory is concerned with the human relations.

The behavioural theory emerged in the 1930s and 1940s but gained popularity or recognition after the Second World War. It is a new theory of public administration with the main objective of introducing scientific enthusiasm and attitude into the study of public administration. This way of thinking lays emphasis on the scientific approach to studying sociology, psychology, social psychology, etc.

4.1 Objectives

Dear Learners, the objective of this Unit is to study:

* the principles of formal and informal organization as proposed by Chester Irving Barnard.

4.2　Barnard's Life and Services

Chester Irving Barnard was born on November 7, 1886, in Malden, Massachusetts, USA. He was born into a humble family, and, as a result, he had to work to sustain himself while pursuing education. He received his early education at Mount Herman Academy. After completing his initial education at Mount Herman Academy, he enrolled at Harvard University in 1906.

At Harvard University, he initially studied economics but dropped out because he was well-versed in all subjects and curricula. He did not consider experimentation or research as important, whereas Harvard was very strict about its rules and regulations. Subsequently, he secured a position as a clerk in the American Telephone and Telegraph Department in Boston. Later, he advanced to the position of translator and subsequently as an engineer within the same company.

In 1927, he obtained the position of manager at the New Jersey Bell Telephone Company. From 1931 to 1933 and then, in 1935, he became the head of the State Rehabilitation Organization in New Jersey. In 1947, he became a member of the Atomic Energy Committee in the United States. From 1948 to 1952, he served as the head of the Rockefeller Foundation and the General Education Board. Besides his other commitments, during World War II, he also contributed his services to the United Service Organization.

From 1952 to 1954, he worked as the head of the National Science Foundation. Even after he left the New Jersey Bell Telephone Company, Barnard remained associated with various organizations. During World War II, he contributed to both the U.S. Treasury and the military.

Barnard's remarkable personality can be gauged from the fact that he did not possess any significant academic credentials from colleges or universities. Nevertheless, seven universities honored him with doctoral degrees. He worked in organizations, both governmental and non-governmental, from small positions to high administrative positions. Barnard passed away on June 7, 1961, having spent his life working on the social aspects of organizations.

Publications

Chester Irving Barnard was a prolific researcher and author who published several famous books during his career. Some of his important publications include:

1. *The Function of the Executive* (1938)
2. *The Nature of Leadership* (1940)

3. *Function of the Status System in Formal Organization* (1946)

4. *Organization and Management (*1948)

5. *Elementary Conditions of Business Morals* (1950)

These publications have made significant contributions to the fields of organizational theory, management, and business ethics, and they continue to be influential in these areas.

The Function of the Executive is indeed Chester Irving Barnard's seminal work and is widely recognized as a classic in the field of organizational theory. In this book, Barnard delves into the principles of organization, the duties of executives, the functions of administration, essential issues, the cooperative system within an organization, structure, formal and informal organizations, and much more. He presents these concepts in a clear and systematic manner.

This book has earned a well-deserved reputation as a cornerstone of administrative literature, and it continues to be highly regarded for its insights into the principles of management and administration. Barnard's contributions have left an enduring impact on the study of organizations and their functioning.

4.3 Formal and Informal Organizations

Chester Barnard believed that motivation could transform a person's willingness to work when they are not naturally inclined to do so. He proposed the concept of two types of organizations:

1. **Formal Organization**:
   - A formal organization is one that is established through rules, regulations, and structured procedures.
   - It involves clear definitions and explanations of authority and responsibilities at every level.
   - Barnard defined a formal organization as "a system of consciously coordinated activities or forces of two or more persons."
   - It is created to achieve common objectives through cooperative efforts.
   - Barnard believed that a formal organization emerges when:
     - There is a desire for cooperation and relationships among individuals.
     - All individuals share common objectives of co-operation.

- o He considered formal organizations as composed of two or more people who consciously work towards a common goal.
- o Formal organizations are characterized by a structured hierarchy and explicit rules and regulations.

2. **Informal Organization:**

Barnard explores the relationships between formal organizations and employees. He believed that humans establish organizations, and it is humans who cooperate. In this way, the organization also tries to maintain balance through rewards and collaboration with humans. Different employees working in an organization engage in mutual activities, leading to the establishment of relationships among them. These activities are aimed at obtaining personal benefits. These activities continue in the organization and when they become organized, non-formal organizations are formed as a result. Barnard's idea was that non-formal organizations encompass personal relationships, mutual interests, and groups related to activities. These non-formal organizations are limitless, perpetual, without structure, and very flexible. They affect formal organizations and maintain continuous activities in both.

The size or scale of non-formal organizations depends on several factors, such as communication boundaries, the complexity of objectives, technical regulations, and the complexity of personal relationships. These non-formal organizations are also related to formal organizations. An increase in their numbers leads to an increase in the relationships within the group. These non-formal organizations influence and affect the thoughts and activities of individuals. Formal organizations provide structure, physicality, and conformity, while non-formal organizations also facilitate collaboration within formal organizations. Both organizations are interdependent and have continuous interactions. Barnard emphasizes that formal organizations create non-formal organizations for their efficient functioning. Non-formal organizations are considered the means of communication and establishing harmony within the organization. Non-formal organizations adapt to the conditions and needs. They play an important role in creating conditions conducive to the rise of formal organizations. Essentially, non-formal organizations are passive, while human nature is active and purposeful.

Barnard argues that formal organizations create non-formal organizations. His belief is that formal and non-formal organizations coexist and mutually influence each

other. According to Barnard's view of the social systems approach, non-formal organizations establish stable social relationships among humans, promoting unity, social integrity, and a sense of peace. Non-formal organizations help individuals to express their external and internal abilities effectively. Non-formal organizations advocate for the importance of collaboration, harmony, and the establishment of institutions.

To Barnard, the rise of formal organizations requires favourable conditions. He suggests that non-formal organizations should be created if they do not exist because they are essential. It is a clear fact that non-formal organizations empower formal organizations. This is because they bring out elements capable of creating necessary movements and promoting social unity. Barnard strongly argues that there is no harm in non-formal organizations; rather, they are a necessity. If such organizations do not exist, they should be created because they serve to empower formal organizations. This is because through them, emerging elements become apparent, and social unity increases.

4.4 Learning Outcomes

Dear Learners, at the end of this Unit, you should have understood the principles of formal and informal organizations, as laid down by Barnard.

4.5 Glossary

Behavioural Theory: A theory that focuses on studying the social and psychological relationships of employees working in an organization and their attitudes towards each other.

Clarity and Empirical: Being based on maximum clarity and empirical evidence.

Directives: Instructions given to employees in any organization and accepted by them

4.6 Sample Questions

4.6.1 Objective Questions:

1. What theory does Chester Barnard support?

   (a) Environmental theory (b) Attitudinal theory (c) Classical theory (d) Military theory

2. Who is the author of *The Function of Executive*?

    (a) Taylor (b) Fayol (c) Barnard (d) Simon

3. Which thinker introduced the principle of acceptance of authority?

    (a) Gulick (b) Fayol (c) Barnard (d) Weber

4. Which country was Chester Barnard a resident of?

    (a) USA (b) UK (c) Australia (d) Germany

5. Who is considered the founder of the social system theory?

    (a) Elton Mayo (b) Herbert Simon (c) Henry Fayol (d) Chester Barnard

4.6.2 Short Answer Questions:

1. What is meant by attitudinal theory?

2. Explain the characteristics of attitudinal theory.

3. What do you know about Chester Barnard?

4. How did Chester Barnard describe the characteristics of informal organization?

5. According to Barnard, what does acceptance mean in the context of authority?

4.6.3 Long Answer Questions:

1. Explain Barnard's formal and informal organization concepts in detail.

2. Discuss the principles of authority as proposed by Chester Barnard.

3. Write a detailed note on the life and contributions of Chester Barnard.

4.7 Suggested Learning Resources

1. L. D. White, *Introduction to the Study of Public Administration* (New York: Mac Millan, 1926).

2. J. M. Pfiffner and R. V. Presthus, *Public Administration* (New York: Ronald Press, 1965).

3. Rumki Basu, *Public Administration: Concepts and Theories* (New Delhi: Sterling Publications, 2012).

4. Avasthi and Maheshwari, *Public Administration* (New Delhi: Lakshmi Narain Agarwal, 2017)

Unit-5: Principles of Organization

Structure

5.0 Introduction

The principles of organization lay focus upon the concept, function, principles, and objectives of an organization. Barnard has presented a new theory of authority. In his administrative theories, the theory of authority is very important. He does not accept traditional theories of authority. According to Barnard, the theory of authority should not be traditional, and he views it based on acceptability.

According to him, authority in an organization is the command that subordinates accept. This leads to control within the organization. Authority is necessary within an organization to achieve harmony and effective operations. Authority in an organization is a right, power, and responsibility through which one person instructs another to perform certain tasks, and subordinates implement these orders and effectively carry out assigned tasks. It is generally accepted that authority exists at the top level of the organization and flows down to lower levels. Barnard was the first thinker to emphasize that authority depends on the acceptance of subordinates.

5.1 Objectives

Dear Learners, the objectives of this Unit are to study the following principles of organization:

- Classification
- Supervision
- Coordination
- Centralization
- Decentralization
- Supervision and Control

5.2 Hierarchy

The term hierarchy refers to a system or organization in which individuals or positions are ranked at different levels, and each level has authority and responsibility over the level below it. Here, individuals at higher positions give orders or directives to those at lower levels, and those lower-level individuals carry out the instructions.

In a hierarchical structure, the distribution of work and authority is such that each higher-level position instructs those immediately below it, and they, in turn, are responsible for implementing these orders within their domain. This organizational principle is commonly used in administrative settings to establish a clear chain of command and ensure that tasks are carried out effectively.

Hierarchy is a gradual structure, and it operates both upwards and downwards. Each task is performed in the best possible way within this structured framework. An example of hierarchy in India can be found in the police department's organizational structure, where different ranks and positions exist:

- Director General
- Additional Director General
- Inspector General (IG)
- Divisional Inspector General (DIG)
- Superintendent of Police
- Assistant Superintendent of Police

- Circle Officer (CO)

- Inspector

- Sub-Inspector

- Head Constable

- Constable (Police)

The above example makes the hierarchy of the police department clear, in which the Police Director General is at the top, followed by the Additional Police Director General (IG), Inspector General, and below them are Constables. In every office, there exists a hierarchy among the officeholders.

In an organization, authority flows from higher levels to lower levels. A higher-level officer gives orders to a lower-level officer, and the lower-level officer carries out the orders of the higher-level officer. This way, the chain of command operates from the top down. Every employee knows that they are to work under the supervision of a higher-ranking office holder, and it is their responsibility to implement the orders of their superior.

In this organizational process, every action moves through different levels, making it difficult to skip a level and advance, just as it is challenging to skip a step on a ladder. Hierarchy is a system in which different employees' efforts are interlinked according to a gradual or stepwise order, much like the steps of a ladder. This principle ensures that tasks and authority are systematically distributed within the organization, creating an orderly process.

The definition of hierarchy has been presented differently by various thinkers, including:

1. According to L. D. White, hierarchy means establishing relationships between upper and lower-level employees in an organization.

2. According to M. P. Sharma, hierarchy refers to the governance or supervision of lower-ranking officials by higher-ranking officials. It means that the term implies a systematic order or ladder-like structure where duties are assigned step by step.

3. According to Earlham, hierarchy is an organized arrangement of upper and lower-level officeholders.

4. According to Millet, hierarchy is a system that interconnects the efforts of different employees.

5. According to Simon, Smith, and Berg, hierarchy provides ease, distributes objectives through delegation, resolves conflicts, and fosters cooperation within the organization.

5.2.1 Types of Hierarchy:

To organize an organization based on the principles of hierarchy, specific foundations are required. Through an analysis of various formal organizations worldwide, it becomes clear that different foundations are used to organize organizations systematically. These foundations are typically four: work, functionality, prestige or dignity, and remuneration.

1. **Job Task-Based Hierarchy:** In this hierarchy, each employee's position is determined based on the tasks assigned to them. A higher-ranking employee holds a position that requires more authority and responsibility, while a lower-ranking employee holds a position with fewer responsibilities. The hierarchy is based on the specific tasks assigned to each employee.

2. **Rank-Based Hierarchy:** In this system of hierarchy, employees are not categorized based on their job roles or responsibilities but rather on their rank or position within the organization. The importance of an employee's role is determined by their rank, competence, and qualifications. This system does not consider the nature of the work but places importance on the employee's position.

3. **Skill-Based Hierarchy:** This type of hierarchy places a strong emphasis on an employee's skills and capabilities. Employees are categorized based on their ability to achieve specific goals within a defined period. It values the competence and capability of the employee to deliver better results. Skill-based hierarchy is crucial for completing tasks effectively.

4. **Pay-Based Hierarchy:** In this hierarchy, employees with higher salaries occupy higher positions, while those with lower salaries hold lower positions. The level of hierarchy is determined by the employee's pay. The higher a person's salary, the higher their position in the hierarchy. The level of education and experience is often associated with the salary.

Characteristics of Hierarchy: Hierarchy is a universal principle used to organize various types of organizations. According to M. P. Sharma, it can be described as follows:

"It is like a thread that weaves together different sections."

The characteristics of hierarchy are given below:

1. In the hierarchy system, each officeholder holds a single position under one higher-ranking officeholder from whom they receive orders.

2. When communicating in writing between two office holders at different levels, no intermediate officeholder is skipped.

3. This system takes the form of a pyramid, with a single top-level officeholder who has complete authority and acts as the ultimate supervisor.

4. It involves a complete structure and hierarchy with divisions into smaller levels and sub-levels.

5. Hierarchy implies the flow of authority, orders, and supervision from one level to another, from top to bottom.

6. It follows the unity of command principle, where all orders are given through a single higher-ranking officeholder. Each officeholder receives orders from their immediate superior, completes them, and is responsible for them. This ensures the smooth operation of the organization.

5.3 Span of control or supervision:

The principle of span of control pertains to top-level executives or leaders. It is not related to specific duties or responsibilities. Span of control refers to how many subordinates can be effectively managed by a senior executive. Span of control means that a senior executive has the authority and ability to manage a certain number of subordinates effectively, providing guidance, supervision, examination, and oversight within the organization. The basis of this authority forms the structure of hierarchy in administrative organizations.

In every organization, the need for span of control is ever-present. Without proper control, the administrative body cannot efficiently perform its functions. In an organization, each top-level executive examines their subordinates. Here, it is essential to question how effectively a senior executive can examine their subordinates. To date, no strict law or rule has been established that can dictate how many subordinates can be effectively managed by any senior executive. This principle underscores that each employee or officeholder possesses different physical and mental abilities, and their capabilities are limited. The organization's objectives, the nature of the work, position, personality, and time, among other factors, also play a role in affecting their abilities. In all administrative bodies, the classification, the number of employees, and the nature of work are not uniform. Therefore, the span of control can vary, be it less or more.

Some thinkers have defined the span of control in the following ways:

1. According to Dimock and Dimock, "The span of control means the number of direct and practical communication links between a top-level leader in an organization and their subordinates."

2. According to Luther Gulick and Lyndall Urwick, "A top-level executive can effectively supervise four subordinates, while at lower levels, one executive can supervise 8 to 12 employees."

3. Henri Fayol states, "In an organization, a top-level executive can manage a suitable number of 5-6 subordinates."

4. Sir Ian Hamilton said, "One top-level executive can supervise 3-4 subordinates at a time, while Gracunas suggests the number to be 5-6."

5. Millet's research and psychological studies both clarify that any top-level executive has limited examination abilities.

6. Lyndall Urwick says, "For top-level executives, this number is 4, while for lower-level employees, it is 8 to 12."

7. Ziauddin Khan defines it as, "Span of control refers to the number of subordinates that a top-level executive can directly supervise."

8. Lord Haldane and Graham Wallace wrote in their book 'Federal Development' that in an organization, a top-level executive can manage 10-12 subordinates effectively, even with additional duties and experience.

Graham Wallace, after studying the real conditions of administrative systems in different countries, pointed out that in 1937, Japan's top executives managed 13 departments, Canada had 14, Germany had 17, Italy had 19-20, France had 17, London had 25, and the United States had approximately 60 departments under their control.

5.3.1 Characteristics of Span of Control:

1. The principle of the span of control is a process through which administrative organizations or agencies are managed.

2. This principle involves supervision and oversight within the organization.

3. It determines how many subordinates a senior executive can supervise, examine, and provide guidance to within an organization.

4. The span of control is related to the principles of unity of command and hierarchy.

5. The span of control depends on various factors such as the organization's structure, objectives, the nature of work, the competence of supervisors, and cooperation among subordinates.

6. The span of control delegates authority.

7. It improves the speed and quality of communication.

Factors Affecting Span of Control: The span of control is influenced by various factors since it is not static but dynamic within any administrative organization. The factors affecting the span of control include:

Nature of Work: The span of control in any organization depends on the nature of the work. If an organization has similar types of responsibilities, then the span of control will likely be higher. For example, an engineer can effectively supervise other engineers, but may not be able to supervise doctors. Similarly, if an organization assigns different types of tasks, the span of control will be lower. For instance, if one senior executive is responsible for engineers, teachers, and general employees, the span of control will be reduced. Therefore, the nature of work in an organization determines the span of control.

Personality of the Personnel: In any organization, both senior executives and subordinates' personalities influence the span of control principles. If a senior executive has a balanced personality, meaning they are peaceful, effective in communication, socially aware, and understand the issues of subordinates, they can manage a larger number of employees. Similarly, if the employees are enthusiastic, interested in their work, and responsible, a larger span of control is possible.

Time: According to Luthans and Gulick, time is a critical element for both organizing and conducting the affairs of an organization. Administrative responsibilities and dealing with work situations require time management.

Place of Work: The principle of span of control depends on the location where the organization carries out its functions and where senior executives supervise their subordinates. If all senior executives in an organization oversee their subordinates under one roof or from the same location, they can manage a larger number of subordinates. However, if there is a significant physical distance between senior executives and subordinates, direct geographical contact may be limited, reducing the span of control.

Age of the Organization: The age of the organization also affects the span of control. If an organization is older and has established practices, norms, and legal and traditional principles well understood, the span of control tends to be higher. However, in newer organizations, setting policies, work procedures, and laws may require more time, resulting in less delegation of authority and a lower span of control. Since new organizations often have less experienced personnel, supervision may also decrease.

Family Conditions of the Higher Officials: The family conditions of senior executives directly affect their ability to supervise subordinates. If they are dealing with personal issues, conflicts with life partners, family members with continuous health problems, divorce, concerns about their children, or financial crises, they may not be able to carry out their supervisory duties effectively.

Size of the Organization: If an organization is very large, the span of control may be smaller, while in smaller organizations, it tends to be larger.

Delegation of Authority: The extent of delegation is a crucial factor in span of control. Greater delegation of authority reduces the senior executive's responsibilities and accountability, allowing them to manage a larger span of control. However, limited delegation requires more time and may restrict their ability to supervise a larger number of subordinates.

These factors collectively determine the effective span of control within an organization. Each organization may experience variations in span of control due to the interplay of these factors.

5.4 Unity of Command-Coordination:

The principle of "Unity of Command" refers to the concept that an employee working within an organization should receive orders from only one supervisor rather than multiple superiors holding higher positions. In other words, an employee should be directed by a single superior for a particular role within the organization. This principle emphasizes that one employee should work under the supervision of one superior with a higher position.

Prominent thinkers such as Fayol, Henri Fayol, Luther Gulick, and Herbert Simon have supported this principle's robustness. When an organization gives conflicting orders to an employee from two different superiors, it can lead to confusion and inefficiency. The principle of Unity of Command is termed so because it promotes the idea that an employee should receive instructions from only one higher-ranking supervisor due to the need for clarity.

In general administrative organizations, the Unity of Command principle is widely accepted. However, sometimes it might seem that the principle is not being correctly applied. This principle underscores the importance of employees working under the authority of one superior at any given time, and all employees should accept orders from a single higher-ranking supervisor.

In other words, it is a system in which each subordinate receives instructions and commands solely from one superior. This ensures that there is no room for confusion or uncertainty about the chain of command. This principle is considered a fundamental

organizational concept. For example, if an employee is working in an organization and reports to four different superiors, each assigning different tasks, the employee may struggle to fulfill their duties effectively because they are receiving orders from multiple sources. Proper guidance may not be obtained by the employee in this case.

According to Fayol, each employee should receive orders and instructions from only one boss, and the employee is accountable to that boss.

Various thinkers have defined the principle of Unity of Command in different ways, as outlined below:

1. According to Henri Fayol, "Unity of Command is the principle that an employee should receive orders through one and only one superior."

2. Pffner and Presthus state, "Unity of Command means that each member of an organization has one and only one superior to whom he is directly responsible."

3. Dimock and Dimock's definition is, "Command should have one head only."

4. Luther Gullick and Urwick supported the principle of Unity of Command, believing that an employee cannot serve two masters simultaneously, meaning one person should receive orders from only one higher authority.

All of these definitions emphasize the idea that an employee should report to and take instructions from only one superior within the organization.

Consequences of Violation of Unity of Command:

Violating the Unity of Command principle can lead to the following consequences:

1. **Difficulty in Maintaining Discipline:** It becomes very challenging to maintain discipline within the organization.

2. **Duplication of Work:** Tasks may be duplicated or performed inefficiently due to conflicting orders.

3. **Overlapping Instructions:** Confusion arises when orders and instructions overlap, leading to inefficiency.

4. **Employees Avoiding Responsibility:** Employees may try to escape responsibility because they can shift blame between multiple superiors.

5. **Loss of Respect or Compliance:** Employees may not respect or adhere to the authority of management if they receive conflicting orders.

6. **Conflict between Owners and Employees:** Conflict and discord may arise between owners and employees.

7. **Confusion for Subordinates:** Subordinates may find themselves in confusing situations when multiple superiors issue orders.

Need for the Unity of Command:

The need for the Unity of Command arises due to several reasons:

1. **Clear Chain of Command:** In any organization, every member should know that they have only one superior to report to. This clarity ensures a clear chain of command.

2. **Preventing Chaos:** When two or more superiors have the authority to issue orders to the same subordinate, chaos and confusion can result. Unity of Command prevents such chaos.

3. **Avoiding Duplication:** It ensures that tasks are not duplicated or performed inefficiently due to conflicting orders.

4. **Accountability:** Each employee is accountable to one superior, making it easier to track performance and responsibility.

5. **Maintaining Order:** It helps maintain order and discipline within the organization.

6. **Reducing Conflicts:** It reduces conflicts and disagreements arising from conflicting orders.

7. **Consistency in Pursuing Organizational Goals:** The principle ensures that all members of the organization follow the same direction in pursuit of organizational goals.

Characteristics of the Unity of Command:

The principle of unity of command establishes a clear hierarchy within an organization. Its characteristics include:

1. **Principle of Hierarchy:** The unity of command principle is related to the principle of hierarchy within an organization. It dictates that each employee should receive instructions and commands from one and only one superior.

2. **Clarity of Authority, Accountability, and Leadership:** This principle enhances clarity in an organization. Each employee is accountable to and operates under the authority of their respective superior, ensuring clear lines of authority, accountability, and leadership.

3. **Specifies Who Gives Orders:** The unity of command principle specifies who can issue orders under a given hierarchy, thus addressing issues of accountability.

4. **Every Employee Under One Superior:** According to this principle, every employee should be answerable to one superior authority.

5. **Flow of Command and Accountability in a Defined Direction:** This principle maintains a flow of command and accountability in a specified direction.

Merits of Unity of Command:

The merits of the unity of command principle include:

1. **Improved Relationship Management:** This principle fosters better relationships between superiors and subordinates.

2. **Clarity of Authority, Responsibility, and Accountability:** Unity of command ensures clear delineation of authority, responsibility, and accountability.

3. **Quick Decision-Making:** Decisions are made promptly under this principle, leading to efficiency and balance in operations.

4. **Prevention of Redundancy:** The unity of command principle helps prevent duplication of work.

5. **Enhanced Discipline:** It contributes to better discipline and order within the organization.

6. **Promotion of Cooperation and Teamwork:** The principle fosters better cooperation and teamwork among employees.

7. **Builds Trust and Positive Employee Attitudes:** It builds trust and positive employee attitudes by ensuring that employees receive appropriate and clear instructions.

8. **Facilitates Organizational Structure and Control:** Unity of command makes it easier to establish and maintain organizational structure and control.

9. **Establishes a Habit of Accepting Orders:** Over time, it instills a habit of accepting orders among employees.

Demerits of Unity of Command:

The demerits of the unity of command principle are as follows:

1. **Dependent on the Assumption of a Single Superior:** This principle is based on the assumption that a single superior has all the answers.

2. **Contrary to the Principle of Specialization:** According to Simon, it contradicts the principle of specialization.

3. **Requires Employees to Work under Different Superiors:** Employees may have to work under different superiors, which can lead to complications.

4. **Infeasible in All Situations:** Implementing this principle may not be feasible in all situations.

5. **Emphasizes Rigid Enforcement of Orders:** This principle emphasizes strict enforcement of orders, which can lead to inflexibility within the organization.

5.5 Coordination:

There is no doubt that the principle of coordination is an important requirement for an organization, which organizes organizational activities, enhances organization development, and promotes organizational efficiency. However, the process of coordination is meaningless until there is a connection between different units and members of the organization. The process of determining the relationship between organizational units is referred to as coordination.

According to Seckler Hudson, coordination is the process of connecting and organizing various elements of organizational affairs. Coordination essentially consists of two connotations:

1. **Negative Connotations:** Coordination is the process of negating differences and conflicts between various branches, units, and individuals within the organization. These differences relate to achieving organizational goals, selecting organizational procedures, choosing different policies, and other distributions. Any organization consists of more than one individual, and it is often observed that there are differences of opinion among individuals on various aspects of the organization. The process of coordination eliminates these differences while maintaining the organizational structure so that organizational goals can be effectively achieved.

2. **Positive Connotations:** In contrast to the negative connotations, the positive aspect of coordination is that it connects various parts of the organization and shapes them into a cohesive, operational entity. That is, the process of coordination transforms parts of the organization to function coherently as a whole. Each unit of the organization, while keeping the organizational goals in view, performs all functions efficiently in its respective area. These units demonstrate the best performance in their respective areas. As a result, effective outcomes are achieved in organizational development. Coordination is like an orchestra in which different musicians prepare beautiful music through their respective instruments. In an orchestra, the conductor connects and coordinates different instrument players. In an organization, the task of coordination is the responsibility of the top executive.

There can be different forms of coordination. Let us assume that Hameed's house is an organization, and the successful interview of Hameed, which is the organization's goal, is always before this organization. When Hameed's father found out that Hameed needed to catch a train to

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Delhi in the morning, he immediately instructed Hameed to go to sleep early and set the alarm clock for 4 a.m. At the same time, he instructed Hameed's mother to prepare breakfast for Hameed and asked her to make sure that he takes a shower and has breakfast before leaving in the morning. Hameed's father also instructed his elder brother Majid to drop Hameed off at the railway station on his motorcycle at 5 a.m.

In this way, Hameed's father acted like the CEO of the organization and planned for Hameed's journey, providing the family with necessary instructions and directions that the family executed well. The activities performed here were not cooperative but rather coordinated, as they were carried out within a specified time frame, i.e., by 5 a.m. according to the plan. With the plan in place, all tasks were completed, and Hameed successfully reached Delhi on time. This situation can be called coordination.

Therefore, it becomes clear that coordination and cooperation are two different things. Coordination is superior to cooperation.

1. According to J. D. Mooney, "Coordination is the first order of organization. Other principles and rules of organization are subservient to it. It is a means of achieving objectives and not an objective in itself."

2. According to Newman, 'Coordination is not a separate activity but a condition essential for every phase of organization. Coordination is an act that encourages employees to work together in a unified direction, providing reasonable time and guidance to achieve organizational goals.'

3. G. R. Terry states, 'Coordination is the act of bringing the various and scattered elements of an organization's actions and efforts into focus on a complex objective to ensure maximum cooperation in product development.'

4. Renowned thinker Leonard D. White says, 'Coordination is the act of focusing efforts and energies on a complex purpose of mutual independent elements, which encourages them to work together in an organized manner.'

5. J. C. Charlesworth writes in his book *'Government Administration*,' 'Coordination is the act of formally incorporating various elements into a unified whole to achieve the objectives of the organization.'

From the above definitions, it is clear that coordination is a non-cooperative action that motivates and oversees the efforts and endeavors of employees within a specified time frame to achieve the organization's goals.

5.5.1 Types of Coordination

Coordination can take four forms:

1. Internal Coordination
2. External Coordination
3. Vertical Coordination
4. Horizontal Coordination

Internal Coordination: Internal coordination is also known as current coordination. It refers to the coordination among individuals within an organization. Establishing connections among all individual activities is termed as internal coordination.

External Coordination: External coordination refers to the coordination that occurs between different units of an organization striving to work together for a common purpose. Therefore, it can also be called structural coordination. The scope of external coordination widens when multiple organizations collaborate to assist each other in establishing connections.

Vertical Coordination: Vertical coordination occurs within an organizational unit when the head of that unit oversees all operations, sets unit goals, and motivates the unit's staff to work toward those goals. The internal coordination established within the unit is called vertical coordination.

Horizontal Coordination: The coordination established among different units of an organization is called horizontal coordination. All units within the organization play an important role in achieving the organization's goals, and they work closely together to achieve these goals. This is the best example of horizontal coordination.

Importance of Coordination: Coordination is important for several reasons:

1. First, coordination is a social activity that involves the participation of two or more individuals.
2. Second, it works towards achieving a common goal.
3. Third, the attainment of goals depends on cooperation among individuals.

These characteristics highlight that when an organization has more than one individual involved, differences in perspectives among them are likely to occur. Coordination becomes essential in resolving these differences and facilitating the achievement of organizational objectives. For instance, in the case of disputes over the sharing of river water resources among different states in India, coordination is necessary at the federal level to reconcile these disputes and establish federal coordination.

The second importance of coordination is that it eliminates unhealthy competition among the organization's units and individuals. While some level of competition within an organization can be beneficial, exceeding the limit can hinder the organization's goal attainment. For example, if companies providing air travel services engage in unhealthy competition, undercutting each other's ticket prices, all companies may incur losses.

The third importance of coordination is that it enhances efficiency and productivity within the organization. Coordination ensures that all responsibilities within the organization are completed in a timely manner. In the absence of coordination, all organizational matters become decentralized and chaotic, resulting in delays and obstacles in achieving organizational objectives.

The fourth benefit of coordination is that it makes it easier to achieve organizational goals effectively. For example, a successful hospital is one that provides immediate assistance to patients with their illnesses. This is only possible when different departments within the hospital work harmoniously with better coordination.

Tools of Coordination: Various methods are employed to achieve coordination within an organization:

1. **Planning:** Planning is the most crucial tool for achieving coordination within an organization. Planning involves assessing future events, determining what needs to be done within the organization, including staffing, financial transactions, production of goods, marketing, transportation, and other aspects of work, and deciding how to accomplish them. The distribution of these tasks to various units is what is known as coordination. The question of how these tasks will be accomplished is a question that illuminates the path of coordination. After gaining independence, planning was applied to India at the national level. Through the Planning Commission, Prime Minister Jawaharlal Nehru steered India towards significant industrial potential and put various industries under the purview of planning. As a result, even a poor country like India became self-sufficient in many aspects of production within a few decades.

2. **Consultation:** Consultation among various units and departments within an organization is essential for coordination. Neglecting consultation leads to a lack of connection among different units, resulting in a lack of awareness of one department's activities by another, making it challenging to achieve the organization's goals. This is why various ministries of the Indian government consult with the Ministry of Finance concerning their financial

requirements while preparing their budgets. The Ministry of Finance determines coordination between all these ministries.

3. **Conferences and Committees:** Conferences and committees provide a platform for different teams working on a policy or project to come together and facilitate coordination. An example of this is the Interstate Council at the federal level. Similarly, various states' Prime Ministers hold Prime Minister's conferences to establish coordination among states and resolve issues. At the national level, Vice-Chancellors of central universities meet annually in Vice-Chancellor's conferences to discuss higher education and various aspects of it, promoting coordination.

4. **Standardization of Work:** Standardization of work determines coordination within the organization's procedures. Once standards are established, various units within the organization work together to achieve those standards.

5. **Written Instructions:** Written instructions provide essential guidance to the organization's staff. These instructions prevent chaos and confusion in organizational matters by ensuring clarity and consistency in how tasks are performed.

5.6 Delegation:

In the present era, it is not possible in large organizations for a single office holder to execute all the responsibilities of the organization. Each individual has their own limitations and abilities, and they can perform their duties within the organization according to their qualifications, strengths, and capabilities. When the workload in an organization increases or the technical aspects become more complex, there is a need to reduce their increasing workload.

To meet this need, that is, to reduce their responsibilities, high-ranking officials delegate some of their responsibilities to their subordinates with the necessary authority. This act is called the delegation of authority. Delegation of authority is an important principle in organizations. It is evident that delegation of authority is an act by which a high-ranking official transfers some of their powers and responsibilities to their subordinates.

Delegation of authority means entrusting specific powers and duties to others. Not all powers are transferred to subordinates. Delegation can vary in scope. Delegation of authority is when a high-ranking official, while retaining supervision and control, can transfer certain powers to their subordinates. Legally, the person who has delegated authority remains the actual owner of the delegated powers. The person holding the position can take back the authority whenever they want.

Delegation of authority refers to the transfer of certain powers and responsibilities to subordinates within a defined scope. It involves entrusting decision-making and task execution within specific limits and boundaries to others while maintaining overall control and supervision. This principle of delegation is essential for the efficient functioning of organizations.

The definition of delegation of authority has been presented differently by various scholars, as follows:

1. According to J. D. Mooney, "Delegation of authority means transferring specific powers to subordinates through the top-level officials of the organization. It means that a top-level official, while overseeing and supervising the organization, can transfer authority to their subordinates. Legally, the person who delegates authority remains the true owner of the delegated powers, and the person holding the position has the right to reclaim the authority whenever they wish."

2. According to Millet, "Delegation of authority refers to transferring more or fewer responsibilities to others. Delegation of authority means transferring important powers to others, solving specific issues in delineating duties, and using their scrutiny for decision-making."

3. According to F. J. Moore, "Delegation of authority means dividing work among other office holders and providing them with the authority to carry it out."

4. According to Thew Haman, "Delegation of authority means granting authority to subordinates to work within a specified scope."

5. According to Douglas C. Basil, "Delegation of authority means providing authority or decision-making power within a defined sphere and involving subordinates in completing the delegated responsibilities."

6. According to George Terry, "Delegation of authority means transferring authority from one unit or office holder to another unit or office holder within the organization."

Delegation of authority involves entrusting specific tasks to subordinates through a top-level official. However, the authority to use this delegated authority remains with the one who delegates it, and they have the power to take it back as needed. Delegation of authority is a valuable tool for dividing responsibilities among subordinates and utilizing their capabilities and skills to efficiently fulfill the organization's duties. It is an essential practice to ensure that the organization's tasks are completed according to time and competence.

Without delegation of authority, no administrative system can efficiently and effectively fulfill its duties. Delegation of authority is a practice employed in all countries. Various elements underscore the need and importance of delegation, including the following:

1. **Enhancing Employee Interest and Effort:** Delegation of authority sparks greater interest and diligence among subordinates. When they have decision-making power, they become more enthusiastic about their roles and contribute better to the organization.

2. **Completing Human Needs:** Delegation fosters human capabilities and enhances efficiency. In any organization, no single individual can perform all tasks alone; they often require the assistance of colleagues or subordinates. Delegation is necessary to fulfill this requirement.

3. **Augmenting Competencies:** Delegation empowers subordinates with authority and responsibilities, which increases their administrative capabilities and offers them opportunities to use additional powers effectively.

4. **Speedy Decision-Making:** Delegation of authority facilitates prompt decision-making and minimizes delays, as it enables decisions to be made at lower levels.

5. **Addressing Technical Complexity:** Delegation becomes necessary when dealing with technical complexities. Not everyone can comprehend and execute all tasks, especially in intricate situations. Seeking the expertise of qualified individuals is essential.

Delegation of authority is a fundamental principle that empowers an administrative system, fosters efficiency, and provides opportunities for individuals with specific competencies to assume responsibilities, ensuring the effective execution of organizational tasks.

5.7 Centralization:

Centralization in an organization refers to the decision-making and control exercised by top-level management through an executive authority. In larger organizations, only top-level executives have the authority to make decisions. Centralization is a system where the highest-ranking official holds central power.

In a centralized system, decision-making and project formation authority reside solely in the central office, and all other units operate according to the directives of the central authority. Therefore, in centralization, the lower-level employees remain connected to and dependent on the central office for all their affairs and seek assistance from it. Subordinates in centralization do not make any decisions without the permission of top-level executives. Centralization imposes significant restrictions on the autonomy of lower-level units in the organization.

Centralization is more suitable for smaller organizations. It includes the following elements:

1. **Establishment of Central Authority:** A central authority is established.

2. **All Important Decisions Are Made Through Central Authority:** All critical decisions are made through the central authority.

3. **All Powers of Command Are Central:** All powers of command reside with the central authority.

4. **Subsidiaries Are Connected to the Central Office:** Subsidiary units are connected to the central office.

Characteristics of Centralization:

Centralization possesses the following characteristics:

1. Centralization emphasizes executive leadership and the philosophy of practicality.

2. It ensures strong, decisive, authoritative, and insightful decision-making.

3. Centralization allows for organizational changes and improved leadership through top executives.

4. It leads to rapid, decisive, and interconnected actions.

5. Centralization minimizes conflicts among employees.

5.8 Decentralization:

Decentralization refers to the process of involving employees in decision-making within an organization. It is the opposite principle of centralization. In decentralization, a higher degree of decision-making authority is given to regional units. Only the most important and essential matters are communicated to the central office for resolution. Regional offices have the freedom to carry out their duties based on their discretion. This system is referred to as decentralization.

Decentralization is more suitable for larger organizations. It's important to note that decentralization and delegation of authority are not the same; in reality, decentralization is an extension of delegation of authority.

Some thinkers have defined centralization and decentralization as follows:

1. According to Henry Fayol: "A system that emphasizes an increase in the importance of lower-level employees is called decentralization, while a system that reduces their importance is called centralization."

2. According to L.D. White: "Transferring administrative authority from lower-level to upper-level management is called centralization, while transferring authority from upper-level management to lower-level management is called decentralization."

3. According to Louis A. Allen: "Centralization refers to situations where decisions are not made by the employees responsible for performing the tasks but are made at a higher level in the organization. In contrast, in situations where authority and decision-making power are delegated to regional offices and incumbents at the lower level of the organization, this system is called decentralization."

4. According to Arthur D. Little: "In a highly centralized system, local units function merely as agencies, and they do not have the authority to work on their initiative. All tasks are directed by the central office. No organization is entirely centralized or entirely decentralized. When more authority is concentrated in the central office, it is called a centralized administrative system, and when more authority is provided to regional offices compared to the central office, it is called a decentralized administrative system. Decision-making in a centralized system is slow, whereas it is swift in a decentralized system. In a centralized system, the decision-making authority resides at the top level, while in a decentralized system, it is at the lower organizational level."

Decentralization is exemplified by France, where the entire country is divided into 90 departments, each headed by a "prefect." Prefects act as representatives of the central government in their respective regions and have their responsibilities. In contrast, India and the United Kingdom have decentralized systems. Local authorities are granted complete freedom to operate according to their discretion. The establishment of Panchayati Raj in various states of India is a sign of a decentralized system.

The characteristics of decentralization are as follows:

1. **Enhances the Role of Employees:** Decentralization increases the importance of employees in decision-making.

2. **Involves Collaboration in Decision-Making:** Decentralization involves collaboration among all employees in decision-making.

3. **Empowers Lower Levels:** It grants decision-making authority to lower levels of the organization.

4. **Engages Subordinates in Decision-Making:** Decentralization actively involves subordinates in decision-making.

5. **Reduces the Burden of Top Management:** It reduces the burden of top management in terms of responsibilities and tasks.

6. **Transfers Responsibility and Authority:** Decentralization transfers not only authority but also accountability to lower levels.

7. **Affects the Entire Organization:** Decentralization is an all-encompassing process within an organization.

5.8.1 Factors Responsible for Centralization and Decentralization:

According to J.W. Fezlee, several factors influence centralization and decentralization. They are:

1. **Responsibility Factors:** The distribution of responsibility can affect centralization or decentralization. When department heads take full responsibility for all departmental tasks, centralization tends to increase. They prefer to make all decisions themselves. Conversely, functional factors can lead to decentralization when certain functions are highly specialized or require unique expertise.

2. **Administrative Factors:** Administrative factors have a significant impact on centralization and decentralization. The age of an organization can influence its inclination. Older organizations may find decentralization more challenging. Efficiency in task execution can also play a role; if tasks are performed efficiently, decentralization may be more suitable.

3. **Functional Factors:** Certain functions may require specialized attention or uniform policies across an organization. In such cases, centralization may be necessary. However, other factors like the size of the organization, its history, management philosophy, managerial availability, control techniques, and external influences can also influence centralization and decentralization.

4. **External Factors:** External factors can affect the need for centralization or decentralization. For example, when public support is needed for projects like development initiatives, decentralization may be required to engage local communities. Additionally, if an organization must address external issues alongside internal functions, such as involving citizens in administrative actions, cooperating with other central, state, or local agencies, or responding to political pressures on regional matters, decentralization may be the appropriate choice.

Centralization and decentralization are influenced by a combination of internal and external factors, including responsibility distribution, administrative efficiency, functional specialization, and external demands. The choice between centralization and decentralization depends on the unique characteristics and needs of an organization.

5.8.2 Difference between Centralization and Decentralization:

Centralization and Decentralization are two different organizational approaches that have significant differences in decision-making, delegation, and power distribution. Here are the key differences between Centralization and Decentralization:

1. In Centralization, all authority resides at the top level of management, whereas in Decentralization, authority is distributed among middle and lower-level positions.

2. Decision-making in Centralization occurs at the highest level, while in Decentralization, decisions are made at middle and lower levels.

3. Responsibility and accountability in Centralization lie primarily at the top level of management, whereas in Decentralization, responsibility and accountability are distributed among middle and lower-level positions, resulting in decision-making at various levels.

4. Centralization often leads to slower decision-making due to the concentration of authority, whereas Decentralization allows for quicker decision-making as authority is dispersed.

5. Centralization typically requires more time for decision-making, while Decentralization facilitates faster decision-making.

6. Centralization is suitable for smaller organizations, while Decentralization is more appropriate for larger organizations.

7. In Centralization, formal communication channels are prevalent, while Decentralization promotes communication at all levels and directions.

8. Centralization has complete leadership and coordination, whereas Decentralization accommodates the burden of decision-making at various levels.

9. Centralization is more structured, with all authority concentrated at the center, whereas Decentralization involves an organized delegation of authority throughout the organization.

These differences highlight how Centralization and Decentralization impact the decision-making process and power distribution within an organization.

5.9 Supervision and Control:

Supervision is the act of overseeing and caring for individuals with authority, ensuring their well-being, and providing guidance and counselling if employees in an organization engage in any wrongful actions. The term "supervision" is derived from the Latin words "super" meaning "above" and "visum" meaning "to see." In common terms, supervision means overseeing the activities of others, specifically those working under one's authority. It involves monitoring what tasks they are performing, assisting them in their work, and expecting results. In this sense, supervision extends the role of leadership at every level of hierarchy, with various activities such as guidance, coordination, and inspection.

Different thinkers have provided various definitions of supervision, including:

1. According to Margaret Williamson, "Supervision is an act in which employees are cooperated with by superiors to gain knowledge according to their needs, improve their skills, and better utilize their knowledge and skills in their work so that they can take responsibility and work more effectively and satisfactorily for themselves and their organization."

2. Terry and Franklin define supervision as "directing the efforts and activities of subordinates towards the accomplishment of desired goals by guidance in their efforts and other means."

3. Henry Rittinger states, "Supervision is the examination of other people's work and efforts with power."

4. J.M. Fetter defines supervision as "the inspection of other people's work with power."

5. According to an alternate perspective, supervision involves directing the efforts of others and providing guidance to enable them to achieve desirable outcomes from their willing efforts.

6. Jean Barrett defines supervision as a form of education that includes counseling, assistance, motivation, guidance, and freedom.

Supervision plays a crucial role in organizations by helping employees improve their performance, maintain standards, and achieve organizational goals through guidance, support, and effective communication. It ensures that tasks are carried out efficiently and effectively, contributing to the overall success of the organization.

5.9.1 Importance of Supervision:

The importance of supervision is based on several factors, including the following:

1. Supervision is crucial for the implementation of projects. Supervisory policies transform the general project into a working plan.

2. It elevates the leadership standard among employees in the organization, strengthening practical wisdom and strategic leadership.

3. Through effective supervision, employees receive higher-level training and become more professional.

4. Supervision improves group cohesion by eliminating internal conflicts among employees and creating a better working environment.

5. In organizations, supervision plays a vital role in ensuring that work is completed in line with the project.

6. It creates a strong link between top-level and middle-level managers and employees.

7. Supervision acts as a liaison in project communication, assisting in conveying the management's message to employees.

8. Effective supervision provides feedback to employees, enabling them to improve their performance in the future.

Now, let us look at the types of supervision:

1. **Line and Functional Supervision:** Line supervision refers to control exercised through directives given by people in line positions. Line supervision is fundamental and instructional, involving specific instructions. Functional supervision, on the other hand, is conducted by specialists and is consultative in nature.

2. **Substantive Supervision:** Substantive or fundamental supervision pertains to supervision related to real tasks undertaken to achieve the objectives of an organization. For example, inspecting the work of a department in a university.

3. **Technical Supervision:** Technical supervision relates to supervision concerning the methods or techniques used to achieve the objectives of an organization. For instance, overseeing the work of technical employees in a university.

4. **Singular and Plural Supervision:** When the supervision of an employee in an organization is carried out by only one supervisor, it is called singular supervision. Henry Fayol supports singular supervision. On the contrary, when different supervisors oversee the work of an employee in an organization, it is termed plural supervision. Frederick Taylor supports plural supervision.

The nature, type, and extent of supervision vary from one level to another. Each level of supervision has unique characteristics. The relationship of top-level supervision is established through general principles and regulations. It provides broad guidelines and instructions. Middle-level supervision does not only oversee the work of lower-level supervisors but also carries out the work directed by top-level supervisors. Lower-level supervision involves physical observation and guidance of tasks. The first-level supervisors are primarily responsible for the daily activities of operatives and non-managerial staff.

5.9.3 Techniques of Supervision:

There are different techniques of supervision, as described by J.D. Millett:

1. **Prior Approval**: Prior approval is a powerful technique of supervision. Before working in an organization or before formulating a policy or plan, subordinates or agencies need to obtain prior approval from their superiors. This technique provides supervisors with information about the organization's policies, projects, and programs in advance. It allows for resolving issues, conflicts, and misunderstandings in a timely manner. In India, development projects require prior approval not only from department heads but also from the Ministry of Finance.

2. **Service Standards**: Setting service standards is another important technique of supervision. It involves specifying certain standards or objectives for employees to meet in their work. This makes it easy to determine whether an employee is working according to established standards. It allows the organization to check if work is being performed correctly through the use of service standards. According to J.D. Millett, maintaining service standards is essential for the government to ensure that work is being carried out correctly and efficiently.

3. **Work Budget**: Work budgeting is an effective technique for controlling subordinates' work within defined budget limits. Units operate within their budgets and cannot overspend. It prevents any unit from exceeding its allocated budget and ensures that budgets are not used for other purposes. Work budgets decentralize control while maintaining central oversight of the organization's activities.

4. **Approval of Personnel**: In government systems, the appointment of essential personnel is carried out through competitive exams and is subject to the approval of the Public Service Commission. Government agencies do not have the freedom to recruit and appoint employees as they please. The approval for the appointment and transfer of

employees is obtained by top-level supervisors. This control prevents unnecessary expenditures and favoritism.

5. **Reports**: Preparing reports is one of the best techniques for supervision. In an organization, preparing reports provides top-level supervisors with information about progress and organizational activities. Reports enable superiors to check the progress of subordinates, conduct investigations, and exercise control over their activities.

6. **Inspection**: Inspection is one of the oldest techniques of supervision. Its purpose is to ensure that units within the organization are adhering to specified standards, laws, and procedures. Top-level supervisors, as well as subordinates, can perform inspections. Through inspections, lower-level employees can be controlled.

5.10 Learning Outcomes

Dear Learners, in this Unit, you have studied the following principles of organization:

- Hierarchy
- Span of Control
- Unity of Command
- Coordination
- Delegation
- Centralization
- Decentralization
- Supervision and Control

5.11 Glossary

Staff Agencies: These are agencies that perform the fundamental functions of the government. Staff agencies do not have direct contact with the public but provide supportive services to line agencies and are accountable to them, not to the public.

Line Agencies: Line agencies are those departments that provide assistance to staff agencies. They have direct contact with people and offer their services to the community.

Administrative Efficiency: This is an administrative process that involves monitoring and assessing the efficiency of employees' performance within an organization.

5.12   Sample Questions

5.12.1 Objective Questions:

1. Who is considered the founder of the principle of Unity of Command?

    (a) Luthar Gulick (b) Henri Fayol (c) Oroveek (d) Max Weber

2. Which thinker is known for the quote, "An employee should receive orders from only one superior"?

    (a) Henri Fayol (b) Luthar Gulick (c) Oroveek (d) Simon

3. Among the following, who criticized the principle of the Unity of Command?

    (a) Hudson (b) Taylor (c) Mellet (d) All of the above

4. Which thinker believes, "In case of any dispute or negligence in accepting orders, priority should be given to the principle of Unity of Command"?

    (a) Mooney and Reiley (b) Luthar Gulick (c) Henri Fayol (d) Herbert Simon

5. Unity of Command is related to whom?

    (a) Superior and subordinates   (b) Administration and employees

    (c) Project planning and reaction   (d) Coordination among employees

5.12.2 Short Answer Questions:

1. Define and explain the concept of the Unity of Command principle.
2. Describe the characteristics of the Unity of Command principle.
3. Explain what is meant by the principle of Hierarchy.
4. What are the different types of Hierarchy?
5. Explain the characteristics of the Hierarchy.

5.12.3 Long Answer Questions:

1. Explain the necessity, significance, and influential elements of the Unity of Command principle.
2. Define the concept of Hierarchy and elaborate on its types, highlighting its strengths and weaknesses.
3. "The principle of Unity of Command is crucial for an organization." Discuss and provide insights into its importance for effective organizational management.

5.13 Suggested Learning Resources

1. Avasthi and Maheshwari, *Public Administration*, Laxmi Narain Agarwal, Agra, 2017.

2. Basu, Rumki, *Public Administration: Concepts and Theories*, Sterling Publishing, New Delhi, 2007.

3. Biddut, Chakrabarty and Chand Prakash, *Public Administration in Globalized World*, Sage Publication, New Delhi.

4. Bhattacharya, Mohit, *New Horizon Public Administration*, Jawahar Publication and Distributors, New Delhi.

5. Bhattacharya, Mohit, *Restructing Public Administration: A New Look*, Jawahar Publishers and Distributors, New Delhi, 1997.

6. Naidu, S. P., *Public Administration*, New Age International Publishers, New Delhi, 2020.

7. Hoshiar Singh and Pardeep Sachdeva, *Public Administration*, Pearsons Education, New Delhi, 2012.

8. Tyagi, A. R., *Public Administration: Principles and Practice*, Atma Ram, New Delhi, 1962.

Unit-6: Foundation of the Organization: Purpose, Process, Persons, and Place

Structure

6.0 Introduction

In organizations, achieving organizational goals often involves the efforts of numerous individuals. The number of individuals can be so large that without proper division of labor, it can become a crowd and even a chaotic situation, where each step in organizational activities can be further complicated and compromise with organizational goals. Organizational complexity and the pursuit of its larger objectives necessitate the structuring, organization, and prioritization of organizational personnel, organizational structure, and organizational activities. Therefore, a strong foundation for the organization is crucial for its success.

6.1 Objective

Dear Learners, in this Unit, you will study the four principles of organizational foundations.

6.2 Foundation of the Organization

In ancient times, Aristotle presented two foundations for the establishment of an organization. Firstly, based on individuals or human classes, and secondly, based on the provision of services. In modern times, Luther Gulick proposed four foundations for the organization's formation:

1. **Purpose:** In most countries around the world, organizations are formed based on the tasks they are responsible for. The government assigns various responsibilities, and the formation of organizations within the government is based on these responsibilities. For example, in a democratic republic, the Health Department exists to provide health and medical services to the public. The Defense Department is responsible for safeguarding the country's borders, and the Education Department's purpose is to provide education and training to young people.

   Establishing an organization based on purpose is the easiest and oldest method. It simplifies government operations and reduces redundancy. It also provides stability to the public because they can identify organizations that meet their needs and find solutions accordingly.

2. **Process:** Process refers to the technique or skill of performing tasks. This skill or technique is specific to certain types of work, such as accounting, typing, engineering, and legal advice. Every organization requires specialized services, and these requirements lead to the formation of organizations. For example, the government's Legal Department and the Department of Public Works are examples of this. Structuring organizations based on the way work is done enhances professionalism and efficiency.

3. **Persons:** Here, "persons" does not refer to the personnel of organizations but rather to disadvantaged classes within the society who require special attention. These include refugees, tribal communities, indigenous people, minorities, women, children, and other disadvantaged groups. These individuals are the focus of the government's special policies. In India, for instance, there are departments such as the Tribal Welfare Department, Minority Department, and Department for Women that address the needs of these groups.

4. **Place:** Depending on administrative convenience, organizations are also formed on a geographical basis. For example, the Railways Department can be subdivided into Western Railways, Central Railways, Southern Railways, and Northern Railways. Additionally, the Ministry of Home Affairs may have a separate department for the administration of Jammu and Kashmir and Ladakh.

These four foundations, recommended by Gulick, are often known as Gulick's 4P Formula because they all start with the letter "P" in English and provide a comprehensive framework for organizing and structuring government and other organizations.

6.3 Learning Outcomes

Dear Learners, at the end of this Unit, you should have understood the four principles of the foundation of the organization.

6.4 Glossary

Foundation of the Organization: This principle emphasizes that in any organization, a person should receive commands and instructions from only one superior and be accountable to that person alone. When there are multiple superiors giving conflicting orders to an individual, it can lead to confusion and hinder the organization's efficiency. In other words, it can be stated that in any organization, one individual should only receive commands from a single supervisor. Having multiple supervisors for one person is not suitable for the organization. This principle helps maintain a clear chain of command and ensures that employees know who they report to, reducing potential conflicts and enhancing organizational effectiveness.

6.5 Sample Questions

6.5.1 Objective Questions:

1. Who proposed the 4-P formula?

    (a) F.M. Marks (b) Peter Drucker (c) Mary Valet (d) Luther Gulick

2. "'Unity of Command' is the first principle of organization. The other principles and regulations of the organization are dependent on it. It is a means to achieve objectives and not an objective itself." Whose quote is this?

    (a) L.D. White (b) James Money (c) New Main (d) J.R. Terry

3. Who is the author of the book 'Government Administration'?

    (a) Woodrow Wilson (b) J.C. Charlesworth (c) Luther Gulick (d) Mary Valet

4. What do we call the harmony existing among different units and departments within an organization?

    (a) Internal Harmony (b) External Harmony

    (c) Vertical Harmony (d) Horizontal Harmony

5. The following is not a method of achieving harmony:

        (a) Planning (b) Consultation (c) Written Orders (d) Politics

6.5.2 Short Answer Questions:

1. What is Luther Gulick's 4-P formula for organizing based on?

2. What is the difference between harmony and cooperation?

3. Write a note on the difference between internal harmony and external harmony within an organization.

4. Why is harmony important in an organization?

5. Explain the statement, "Division of labor and harmony are two complementary aspects of any organization."

6.5.3 Long Answer Questions:

1. What is Luther Gulick's 4-P formula for organizing? Explain it in detail.

2. What is the difference between harmony and cooperation in an organization? Provide examples to illustrate your point.

6.6 Suggested Learning Resources

1. L. D. White, *Introduction to the Study of Public Administration* (New York: Mac Millan, 1926).
2. J. M. Pfiffner and R. V. Presthus, *Public Administration* (New York: Ronald Press, 1965).
3. Rumki Basu, *Public Administration: Concepts and Theories* (New Delhi: Sterling Publications, 2012).
4. Avasthi and Maheshwari, *Public Administration* (New Delhi: Lakshmi Narain Agarwal, 2017)
5. M.P. Sharma and B. L. Sadana, *Public Administration in Theory and Practice* (Allahabad: Kitab Mahal, 2018)
6. Saroj Kumar Jena, *Fundamentals of Public Administration* (New Delhi: Anmol Publications, 2001).
7. S. L. Goel, *Public Administration: Theory and Practice* (New Delhi: Deep and Deep, 2003)
8. Abdul Qayyum, *Nazm-o Nasq-e-Ammah* (Hyderabad: Nisab Publishers, 2018).

Unit-7: Chief Executive: Types, Function and Role

Structure

7.0 Introduction

In Public administration terminology, the authority of the government is three-faceted (three-pronged), meaning it consists of three main pillars:

1. Legislative - for legislation.

2. Executive - for the implementation of laws.

3. Judiciary - for the application of laws

Legislative	for legislation
Executive	for the implementation of laws.

Judiciary	for the application of laws.

Pic.1 Three Branches of Government

In a modern republic, the responsibilities of the three branches of government are different. In fact, these branches come into existence based on these responsibilities. After World War II, the concept of a Welfare State emerged on the political horizon, which increased the state's activities and expanded the government's responsibilities beyond just maintaining law and order to the welfare and well-being of the public.

Due to the continuous expansion of duties and responsibilities, the complexity of the Administrative State's activities increased, and the Legislature became insufficient to directly oversee the administrative affairs of the state. Therefore, various members of the government were assigned different responsibilities.

Despite separate responsibilities, there are different mechanisms for communication among these three parts of the government to ensure the efficient functioning of government programs. Due to the extensive activities of the modern state, the legislative pillar of government does not engage in direct dealings with national, provincial, and local systems. As a result, the Executive branch gains more authority, making it more powerful, and the government becomes more active. The head of the Executive branch is the Chief Executive, who plays a crucial role in the Executive branch.

7.1 Objectives

Dear Learners, the objectives of this Unit are to help you:
- understand the meaning of the term "Chief Executive."
- study the different types of Chief Executive.

- acquire knowledge about the auxiliary departments of the Chief Executive.
- examine the role of the Chief Executive.
- comprehend the duties and responsibilities of the Chief Executive.

7.2 Meaning of Chief Executive

The famous French philosopher Montesquieu in his book *The Spirit of the Laws* (1748), presents the philosophy of the Separation of Powers theory. It suggests that in order to prevent tyranny and despotism by the government, it is essential to divide governmental powers into three branches. These branches are:

1. **Legislative Branch:** Responsible for making laws, entrusted to the legislature.
2. **Executive Branch:** Tasked with executing and enforcing the laws passed by the legislature.
3. **Judicial Branch:** Determines the compatibility and legality of legislation and actions with the constitution and the law.

This theory of Separation of Powers was articulated by Montesquieu (1689-1755) and gained significance as it emphasized the distinct roles of these branches within the government. Therefore, understanding the meaning and function of the Executive Branch is crucial before delving into the doctrine of the Separation of Powers.

Meaning of Executive

The executive branch is the second most important part of the government. It is the branch of government responsible for managing the daily affairs of society and the nation, maintaining peace and security, and fulfilling human needs. In ancient times, the executive was often equated with the government, and many people still accept this definition today.

According to F. A. Nigro, "In the general order of things, the executive branch of government is the most conspicuous." In the words of Professor Garner, "In broad and social senses, the executive performs all those collective and total acts of government which are not legislative and judicial, and these are done through the formulation and expression of the will of the state by means of laws."

The executive branch of the government, particularly the Chief Executive and the civil servants, is responsible for implementing the laws enacted by the legislature. The Chief Executive is typically elected by the public in general elections and serves as part of the executive on a temporary basis, stepping down from the position every five years. On the other hand, the civil servants, also known as civil servants, become part of the executive after successfully passing competitive examinations. Civil servants are permanent employees of the government and are not removed from their positions after five years. Elected Chief Executives of a temporary nature are referred to as the Political Executive, while the non-political, permanent Executive consisting of civil servants is called the Non-Political Permanent Executive.

In other words, the executive branch of the government is the administrative branch, headed by the Chief Executive, who is the head of the administrative system of the country. The government's organizational structure in terms of the number of officials follows a pyramid shape, known as the pyramid organizational structure. The base is wide, and as you move up the ranks, the number of officials decreases until at the very top, there is only one chief executive. The Chief Executive, also known as the Chief Executive Officer (CEO), is the highest-ranking official of this administrative pyramid.

Chief Executive
Supporting Staff
Ground Staff

These are individuals or a group of people who obtain decision-making authority for the execution of various duties. The Chief Executive obtains these powers from the country's Constitution. In both public and private organizations, the most responsible and highest-ranking person is called the Chief Executive. The Chief Executive holds a central position in the overall structure. They determine the organization's objectives, prepare plans, set priorities, mobilize resources, make personnel decisions, establish coordination in departmental functions, provide leadership, and oversee project implementation.

The Chief Executive keeps in mind the efficient utilization of resources to achieve the organization's objectives with minimal resource usage. Therefore, we can say that the success or failure of an organization or institution often depends on the leadership of the Chief Executive.

7.3 Types of the Chief Executive

After understanding the meaning and concept of the Chief Executive, let's now explore the different types of Chief Executives based on the form of government. Chief Executives vary depending on the form of government they operate within. In non-democratic systems like dictatorships, the Chief Executive comes to power through a military coup and remains in power with the support of the military. In contrast, in democratic systems, the Chief Executive is elected by the elected legislature, and they are accountable to that legislature.

In democratic countries, the study of Chief Executives can be conducted at three levels:

1. **National Level Chief Executive:** At the national level, the central government has the authority to create laws for the benefit and welfare of the public. The central government makes efforts to legislate and enforce these laws.

2. **State or Province Level Chief Executive:** At the state or province level, regional governments are responsible for implementing public welfare programs and have powers delegated to them by the constitution.

3. **Local Level Chief Executive:** To further enhance the participatory nature of democracy, local governments at the municipal level are responsible for implementing various initiatives. These local Chief Executives oversee matters at the grassroots level.

In a democratic country like India, governmental powers are divided into these three tiers. The central government has the authority to make laws for the entire country, state governments are responsible for matters within their respective states, and local governments handle local-level issues. Each of these tiers has its own Chief Executive responsible for carrying out their duties in accordance with the nature of their responsibilities.

Across the world, at the national level, Chief Executives come in various forms, including:

1. **Parliamentary and Presidential Chief Executives:** These are based on the type of government structure. In parliamentary systems, the Chief Executive is usually the head of the ruling party in the legislature (e.g., Prime Minister in the UK). In presidential systems, the Chief Executive is elected separately from the legislature (e.g., President in the United States).

2. **Titular and Real Chief Executives:** Titular Chief Executives hold a ceremonial position with limited powers, while Real Chief Executives hold significant executive authority.

3. **Singular and Plural Chief Executives:** Some countries have a single Chief Executive (e.g., President of France), while others have multiple (e.g., Co-Presidents in Bosnia and Herzegovina).

4. **Collegium Executive of Switzerland:** Switzerland has a unique system where the executive authority is divided among multiple members, known as the Federal Council.

The type of Chief Executive and their powers vary from one country to another, depending on their specific form of government and constitutional arrangements.

Now that we have understood the meaning and concept of the Chief Executive, let us move on to the types of Chief Executives based on the form of government. The Chief Executive is an individual or individuals who have decisive executive powers to carry out various duties. The powers of the Chief Executive are derived from the country's constitution. In public or private organizations, the person with the most responsibility and highest rank is referred to as the Chief Executive. The Chief Executive plays a central role in the overall functioning of the organization. They determine the organization's objectives, prepare projects, set priorities, mobilize resources, make decisions about employees or officials, coordinate activities, provide leadership, and oversee the implementation of projects. The Chief Executive focuses on achieving the organization's goals by using resources efficiently. Therefore, the success or failure of an institution or organization often depends on the leadership of the Chief Executive.

The types of Chief Executives vary depending on the form of government. In non-democratic systems, such as dictatorship, the Chief Executive comes to power through a military coup and remains in power with the support of the military. In contrast, in democratic systems, the Chief Executive is elected by the elected legislature, and they are accountable to the legislature. In democratic countries, we can study the types of Chief Executives at three levels:

1. National Level Chief Executive
2. State or Province Level Chief Executive
3. Local Level Chief Executive

At the national level, central governments in democratic countries have the authority to legislate for the welfare and development of the public. At the state or province level, state governments are responsible for implementing matters and have powers delegated by the constitution. To further enhance democracy and participation, the responsibility for implementing these matters at the local level is assigned."

"In the world, there are various types of national-level Chief Executives in democratic countries, such as:

1. Parliamentary and Presidential Chief Executives
2. Titular and Real Chief Executives
3. Singular and Plural Chief Executives
4. The Collegium Executive of Switzerland"

Now, let us discuss in details each one of these types:

1. **Parliamentary and Presidential Chief Executives**: Based on the relationship between the legislature and the executive, the Chief Executive is called either parliamentary or presidential. In the parliamentary system, the Chief Executive is formed from the legislature's members. Examples include the United Kingdom and India. In contrast, in the presidential system, there is a clear separation of powers between the legislature and the executive. There is no direct link between the legislature and the Chief Executive, and the public elects them separately.

   In the United States of America, there is a presidential Chief Executive. In the American presidential system, the Chief Executive is the Head of State. In this system, the Chief Executive is not a member of the legislature, and they are not accountable to it. The United States has a Congress as its legislature. The system of checks and balances ensures that Congress, the President, and the judiciary have separate roles, and each is independent in its sphere.

2. **Titular and Real Chief Executives**: In parliamentary systems, all executive powers are nominally or constitutionally vested in the ceremonial head, who is the head of state. All decisions of the government are taken in their name. This means that the head of state does not exercise their powers freely but acts on the advice of the ministers. Examples include the Queen in England and the President of India, who are titular Chief Executives. In our country, the President is the titular Chief Executive and exercises their powers based on the advice of the Prime Minister and their cabinet.

   In contrast, in the United States, the President is the real Chief Executive. They have been legally granted powers, and they exercise these powers independently without the need for advice.

3. **Singular and Plural Chief Executives**: In a system where all executive powers are concentrated in a single individual, they are called a singular Chief Executive. The

United States is a prime example, where all executive powers are vested in the President. Besides being the head of state, the President is also the head of the government and is responsible for the government's activities. They lead the Cabinet, which provides advisory services to the President.

In contrast, an institutional Chief Executive is a system in which executive powers are not concentrated in a single individual but are exercised by a group of ministers, a cabinet, or a council. Decisions are made collectively and are subject to collective responsibility. The parliamentary Cabinet is an example of this.

4. **The Collegial Executive of Switzerland**: Switzerland has a unique system where it does not follow either the singular or institutional model. Instead, it has both. The Swiss executive, known as the Federal Council, consists of seven members. It is referred to as a collegial executive because no member holds a higher position than the others, and they collectively hold executive authority. Unlike the parliamentary cabinet or the American presidential system, there is no single head. The Federal Council members are elected by the Federal Assembly for a fixed term.

This explanation provides a comprehensive understanding of the various types of Chief Executives and how they operate in different political systems.

7.3.3 State Level Chief Executive:

In India, a parliamentary form of government has also been established at the provincial level. In all states, the Chief Minister plays a significant role. They are at the top of the administrative hierarchy of the government. According to the scheme of the parliamentary system of government provided by the constitution, the state's nominal head is the Governor, while the real Chief Executive is the Chief Minister. In other words, the Governor is the head of the state, while the Chief Minister is the head of the government. Thus, at the state level, the position of Chief Minister is equivalent to that of the Prime Minister at the central level. The Chief Minister is the focal point for all state-level government activities. They head the Cabinet of Ministers and allocate portfolios to ministers. If any minister in the Cabinet takes a position contrary to the government's stance, the Chief Minister has the authority to demand their resignation or seek their removal from office by the Governor. They oversee all actions of the Cabinet and preside over Cabinet meetings. The Chief Minister can resign from their position, thereby dissolving the council of ministers. The Chief Minister advises the Governor to summon and prorogue sessions of the state legislature and can recommend the Governor to dissolve the

legislative assembly at any time. They announce government policies from the floor of the legislature. Under Article 167 of the Indian Constitution, the duties of the Chief Minister of a state are as follows:

> "It shall be the duty of the Chief Minister of each State: (1) To communicate to the Governor of the State all decisions of the Council of Ministers relating to the administration of the affairs of the State and proposals for legislation. (2) To furnish such information relating to the administration of the affairs of the State and proposals for legislation as the Governor may call for; and (3) If the Governor so requires, to submit for the consideration of the Council of Ministers any matter on which a decision has been taken by a Minister but which has not been considered by the Council."

At the local level, Chief Executives vary in different countries and can be of different types, including singular or collegial, political or administrative, elected or non-elected. The powers and responsibilities of local-level Chief Executives can be political and administrative. When all powers at the local level are concentrated in the hands of a single individual, they are called a singular Chief Executive. For example, in the United States, mayors and in India, Panchayat Sarpanches and municipal commissioners serve as singular Chief Executives.

In contrast, collegium Chief Executives exist at the local level in the form of a council, with one person elected as the head of that council. Examples of such Chief Executives include local government officials in the United Kingdom. These are political Chief Executives. Administrative Chief Executives at the local level include officials like Municipal Commissioners in India and City Managers in the United States. They oversee the administrative functions of local governments.

7.4 Aides of the Chief Executive

It is a common knowledge that any Chief Executive cannot perform their duties alone. They require assistance from departments connected to their office to fulfill their responsibilities. Therefore, Chief Executives delegate some of their powers to agencies affiliated with their office. This delegation can be categorized into three types of agencies:

1. Staff Agencies
2. Line Agencies

3. Auxiliary Agencies

1. Staff Agencies

The term "Staff Agencies" in English is commonly used to refer to these organizations. The word "staff" literally means a cane or stick used for support, which was borrowed from military organizations where units providing arms, food, and information were called staff. Consequently, staff agencies are responsible for providing assistance and advice but do not have the authority to issue orders. Staff agencies are usually extensive and widespread. J.D. Mooney, a scholar, suggests that staff agencies expand the personality of the chief executive. This means that they have more eyes, more ears, and more hands for the organization and execution of projects. Mooney identifies three functions of staff agencies:

- **Informational Functions**
- **Advisory Functions**
- **Managerial Functions**

This means that staff agencies provide the President with necessary information and materials for decision-making, offer advice, and oversee the implementation of the President's decisions. In India, the Prime Minister's Office (PMO) is an important staff agency. Additionally, the Union Public Service Commission (UPSC) and the Administrative Reforms Commission (ARC) are also specialized staff agencies.

Pfiffner classified staff agencies into three categories:

- **General Staff**
- **Technical Staff**
- **Auxiliary Staff**

The **General Staff** refers to the staff that assists the President in day-to-day administrative matters through support, advice, information, or research. General staff filters and funnels non-essential matters to the President. In India, the Cabinet Secretariat is a prime example.

Technical Staff consists of technical experts, including professionals, engineers, doctors, financial experts, and others, who provide technical knowledge and advice to the President. Examples in India include the Central Water and Power Commission and the National Sample Survey Organisation.

Auxiliary Staff is used to refer to the staff that generally deals with maintenance and housekeeping services. In India, examples include the Public Works Department and the Printing Department.

After discussing staff agencies and their various forms, let's now turn to another significant category, which is the **Line Agencies**."

2. Line Agencies

The term "Line" is derived from military organizations, where "line" refers to commands or orders. In military organizations, the "line" units are those that engage in combat on the battlefield. Therefore, a "line agency" typically refers to a division or department responsible for carrying out directives and commands. In essence, line agencies are primarily concerned with fulfilling the fundamental objectives of an organization.

The functions of these line agencies include enforcing laws, establishing rules and regulations, producing goods or services, implementing various government schemes, and overseeing practical operations. In India, we encounter two main types of line agencies:

1. **Government Departments**: These include departments related to health, education, defense, railways, and other sectors responsible for delivering public services and implementing government policies.

2. **Public Corporations**: These are entities like the National Thermal Power Corporation (NTPC), Indian Airlines Corporation, and others. They operate as public sector corporations, providing specific services or products to the public.

These line agencies play a crucial role in the governance and administration of a country, as they are responsible for executing and enforcing policies and regulations.

7.5 Role of the Chief Executive

The President is the head of state and, in this capacity, is vested with legislative, executive, and judicial powers by the country's constitution. Additionally, at various levels of government, there are lower-ranking executives. The nature and scope of duties vary at each level, but all levels of executives are responsible for both political and administrative functions.

In a democracy, political power primarily rests with the people of the country, who elect the President through the democratic process. The President is responsible for governing according to the will of the people as expressed through their votes. In India's republican system, there is a distinction between the President of the Republic and the real executive, who is the Prime Minister.

The real executive is answerable to the legislature through the President. Therefore, while remaining in power and keeping in view both the public interest and the national interest, the President has to perform various activities. Consequently, performing administrative duties is one of the most important responsibilities of the President.

The administrative responsibilities of the President can be summarized in the acronym "POSDCORB," as introduced by Luther Gulick:

1. Planning
2. Organizing
3. Staffing
4. Directing
5. Coordinating
6. Reporting
7. Budgeting

Formation of Administrative Policy: The formation and determination of administrative policy is one of the chief responsibilities of the head of state. They issue specific policy directives, either in writing or verbally, which guide the administrative officials in carrying out their duties. They serve as a guide for organization and structure. While legislation clarifies laws in a general sense, the head of state provides details to make those laws applicable.

Deciding the details of Organization: Determining the details of organizations or agencies is also the responsibility of the head of state. Legislation establishes positions for important units such as departments, commissions, corporations, and other agencies. The head of state specifies the internal organization's details, outlining how the agency will fulfill its duties and responsibilities. Therefore, the head of state organizes the structure of the organization.

Issuing Guidance, Pronouncements, and Orders: The head of state issues guidance, pronouncements, and orders to align administrative activities with legal regulations, directives, official correspondence, etc. These directives clarify the type and number of instructions issued and guide officials on when to initiate or halt activities and whether any changes should be made.

Appointment and Dismissal of Personnel: The appointment and dismissal of personnel are also the responsibility of the head of state. In most countries, top appointments are made by the head of state. In India, the head of state appoints individuals to key positions, including state governors, ambassadors, judges of the Supreme Court and High Courts, the Attorney General,

the President of the Public Service Commission, and members, among others. Lower-level appointments and principles for removal from service are also determined by the head of state.

Establishing Cooperation and Coordination in Various Administrative Activities: The head of state is responsible for establishing cooperation and coordination in various administrative activities. They work to create harmony in administrative operations, resolve conflicts, and prevent repetition and disputes. To achieve this, they may form committees at various levels. Therefore, promoting cooperation and coordination is one of the chief responsibilities of the head of state.

Management of Finances: The head of state is responsible for managing finances, including budget preparation and approval. They present a comprehensive report to the legislature regarding the past and current government activities and provide information about projected government expenditures for the future when preparing the budget. After budget approval by the legislature, they are responsible for proper expenditure and implementation.

Supervision of Administrative Efficiency: The head of state supervises the efficiency of various administrative activities, controls them, and conducts investigations if work is not being done properly. They issue directives and boost morale among officials for better performance if necessary. The head of state can conduct inquiries into any administrative matter and form investigative committees for this purpose.

Public Relations: The head of state keeps the public informed about the nature and objectives of government activities through public relations. When there is a conflict between government policies and the public, they are responsible for defending policies and maintaining public confidence.

Providing Leadership to the Organization: Leading the organization and guiding the functioning of the organization's workforce in the right direction is the responsibility of the head of state. As a leader, the head of state has a significant impact on the entire organizational environment.

7.6 Political Functions of Chief Executive

Dear Learners, in the first block of this course, you have understood the relationship between general governance and domestic governance, where you have analyzed their similarities and differences. Both systems hold great importance for the head of state. In

domestic governance, the head of the organization is responsible for the Board of Directors. In contrast, in general governance, the selection and nature of duties of the head of state are political.

In any democratic system, ultimate authority rests with the people. They send their elected representatives to the legislature from various electoral constituencies. In India, the legislature consists of the Lok Sabha, Rajya Sabha, and the President of the Republic. The President of the Republic serves as a figurehead, while the Prime Minister is the actual head of government. The Prime Minister provides leadership to the government in Parliament and can remain in power as long as their party maintains a majority in the Lok Sabha. Therefore, it is essential for the Prime Minister to maintain the people's confidence to stay in power. Hence, the Prime Minister performs all duties of a political nature.

To maintain public confidence in the government, the Prime Minister announces various policies in Parliament that are related to the well-being of the people. The elected representatives visit the people in various locations to assess their conditions and establish close relationships with them. Furthermore, for the better functioning of general governance, they supervise government agencies and provide guidance to administrative officials so that the policies formulated by the government can be implemented in the people's interest.

Near the end of the five-year term of the Lok Sabha, the elected representatives and prospective candidates tour various electoral constituencies in the country and promote their party's successful performance in electoral rallies. In this way, in a democratic system, the head of state performs various duties of a political nature that align with the constitutional provisions of the republic.

Additionally, for maintaining public confidence, the head of state initiates various measures to establish political harmony with different parties in the country. They maintain friendly relations even with various states of the country, regardless of party lines, to ensure the nation's integrity.

7.7 Administrative Functions of Chief Executive

In addition to being a political leader, the head of state also serves as the head of the public administration, and the administrative duties are approved and implemented through the same principles of POSDCORB:

P - Planning: The head of state prepares policies and projects for the organization. They contemplate how the organization can be improved and which projects should be approved.

O - Organizing: The head of state determines the structure of the organization. They organize the immediate and long-term functions of the projects to ensure effective work within the organization.

S - Staffing: The head of state selects employees for the organization and assigns them to their roles based on their importance.

D - Directing: The head of state provides guidance and directions for the implementation of policies and projects.

C-O - Coordinating: The head of state oversees the coordination of activities within the organization to ensure that all functions harmonize.

R - Reporting: The head of state issues documents that provide clarity regarding legal provisions, allowing for uniformity in administrative actions at the national level.

B - Budgeting: Similarly, in the household system, the head of the family informs the household members about the policies established by the Board of Directors of the organization. They also issue necessary directives and instructions to achieve the goals of the policy.

Marshall Dimock summarizes the duties of the head of state in the following sentence:

"The head of state resolves the organization's challenges, oversees its activities, and shapes its future."

In this way, it is clear that the head of state keeps an eye on the organization's past, present, and future, providing comprehensive oversight of all aspects of the organization. These responsibilities of the head of state are common, whether in a governmental or household context. Now, let's delve into these duties in detail:

Formulation of Administrative Policy: The most critical administrative duty of the head of state is to formulate administrative policies and give them shape. They provide various instructions to subordinate departments, often in written and verbal forms. These instructions guide administrative officers in carrying out their responsibilities in accordance with established regulations. Heads of different subordinate departments, ministers, and officers frequently communicate with the head of state to inform them about the complex issues within their departments and seek their advice. The personality and competence of the head of state enhance the organization's functioning, as their mere presence instills trust and confidence in the organization. Additionally, they play a role in the government's general body, shaping laws

whose details are filled in by the government's administrative branch. The head of state also provides guidance in this regard.

Defining the Details of the Organization: You are aware that for implementing new laws, the legislative government only approves general instructions and regulations for departments and establishments. When permission to establish a new ministry or department is granted through legislation, the organization's details and specifics are defined. These details are established under the head of state's supervision and are implemented only after their approval. This way, the head of state determines the structure of the organization. They can establish new entities or change existing ones as per requirements. Moreover, they determine that the organization will operate on the principles of public service and ensure that employees carry out their duties effectively.

Issuing Orders and Directions: To make any law effective, it is essential to implement it first. After approval by the legislature and the President's signature, a law comes into existence. You are aware that such laws are of a general nature and may not contain specific details. Under the leadership of the head of state, the government's administrative branch fills in the details of these laws. Subsequently, the head of state issues directives to subordinate agencies for the full implementation of this complete law. They issue documents that clarify legal provisions so that uniformity can be ensured in administrative actions at the national level, and the law can be effectively enforced on a national scale. Through these orders and directions issued by the head of state, they determine the functioning of the organization and encourage it to work in a coordinated manner.

Similarly, in household organization, the head of state informs the organization's staff about the policies established by the Board of Directors and issues necessary instructions and directions to fulfill the objectives of the policy.

Appointment and Dismissal of Personnel: The head of state ensures that the heads of various departments working under their supervision carry out their responsibilities effectively and contribute to achieving the government's goals and objectives. Therefore, appointments to important positions are made at the discretion of the head of state.

In India, appointments to crucial positions, including state governors, judges of the Supreme Court and High Courts, the Attorney General of India, and members of the Union Public Service Commission, are made by the President. In contrast, appointments to lower

positions are often made through competitive examinations conducted by the Union Public Service Commission, which selects successful candidates for various public service roles.

In addition to appointments to key administrative positions, the head of state also has the authority to dismiss individuals from these positions. This authority allows the head of state to maintain the efficiency of administrative functions. However, it is important to note that when dismissing individuals from these positions, the head of state must adhere to the principles and regulations of the constitution and cannot act in a manner that violates these principles. Similarly, the dismissal of personnel in lower positions is governed by the Civil Service Rules.

Establishing Coordination in the Organization:

In modern times, public administration encompasses various agencies, commissions, departments, and sub-agencies that carry out various responsibilities of the government. Due to this, modern government organizations become complex. Therefore, establishing coordination within the public administration is a crucial responsibility of the head of state. Government administrative machinery performs various types of services, such as services related to women and children, agricultural services, industrial services, educational services, agricultural schemes for the welfare of the nation's people, providing higher education and employment for youth, better medical services for the elderly, financial administration, and defense services, among others. All these departments and ministries work under the supervision of the head of state. The head of state ensures cooperation and coordination among all these departments and agencies. To achieve this, they employ various means such as establishing inter-department committees, conducting meetings between them, and setting up cooperation agencies. Establishing coordination among departments is the most important responsibility, as without it, the organization cannot function efficiently and may deviate from its objectives.

Regulate the Financial Administration:

The success of any government or nation is highly dependent on its robust financial management. Chandragupta Maurya's advisor Chanakya emphasized the importance of financial resources in his treatise *Arthashastra*. Financial resources are as crucial to an organization as blood is to the human body. They provide the organization with life and energy. Therefore, it is the duty of the head of state to ensure proper financial management and to make sure that financial resources are supplied efficiently to every branch of the organization. The head of state prepares the organization's budget and presents it to the legislature along with a report on all activities of the past year and an estimate of the financial needs for the coming year. The

legislature scrutinizes this report, asking questions about various expenditures and requiring an account of last year's spending. After the legislature's approval of the budget, the head of state oversees all government expenditures.

Supervision of Administrative Activities:

The head of state is responsible for supervising the activities of the organization and ensuring that the organization's operations are running smoothly. They have control over various branches and departments, and they keep the personnel informed about their responsibilities to ensure that they fulfill their duties efficiently without wasting resources. The head of state conducts inspections in cases where there are concerns about mismanagement within the organization. Inspection agencies, including the Central Bureau of Investigation (CBI), Vigilance Commission, and National Investigation Agency (NIA), are established under the head of state's command to inspect various matters where there may be the possibility of malfeasance.

Maintaining Public Relations:

In a democratic system, the ultimate power rests with the people, as they decide which political party has the right to remain in power and which one does not. The majority party in general elections usually forms the government and its leader takes the oath as Prime Minister in the legislature. The Prime Minister is, in fact, the real head of state.

The Prime Minister is accountable to the people through the legislature. They answer questions from the public through the legislature about government policies and all its activities. Therefore, the head of state's duty is to keep the people informed about all government activities. For this reason, they work as the government's spokesperson and delegate their responsibilities to their subordinates to establish direct relations with the public. They also maintain public relations through media and the press, providing information about government actions to the people.

Obtaining information about government activities is a fundamental right of the public and citizens. To ensure this, the Right to Information Act, 2005 was enacted in India, allowing citizens to request information from government agencies and organizations. Citizens can now pay a nominal fee to obtain information from government agencies, ensuring transparency and accountability in government activities.

Establishing an Efficient System of Communication:

The head of state establishes an effective system of communication between various departments and agencies within the government. This is essential for the better functioning of the government as it allows different departments to complete their responsibilities in a short

time frame. It ensures that files related to major projects and policies reach their destination quickly, avoiding delays, bureaucracy, and red tape. The delay in government paperwork, often attributed to bureaucratic inefficiencies, can be minimized with an efficient communication system. For example, India's first Prime Minister, Pandit Jawaharlal Nehru, believed that the delays in government office work were responsible for much of the red tape and inefficiencies in public administration. A. D. Gorwala also recommended freeing public administration from red tape.

One way to achieve this is to improve administrative communication within government agencies. The head of state takes on this important duty, ensuring that administrative communications are streamlined.

Providing Leadership to the Organization:

In addition to all the aforementioned responsibilities, providing leadership to the organization is the most crucial duty of the head of state. Here are some key aspects of this leadership role:

- The head of state motivates the entire administrative machinery, encouraging better performance and boosting the morale of civil servants.
- They create an environment conducive to building strong personal relationships among employees within the organization.
- The head of state understands the needs of employees and fosters a sense of belonging and commitment.
- They comprehend all organizational decisions, and they act as a decision-maker, guiding the workforce in their actions.
- The head of state leads by example, setting high standards for efficiency and productivity.

7.8 Functions of the President of India

In India, the Prime Minister serves as the actual executive head and is the head of the council composed of various ministers. In contrast, India's President is the nominal head of state. The President and Prime Minister perform their duties in accordance with their respective roles. The duties of the President of the Republic are as follows:

Executive Functions:

1. The President of India carries out all executive activities and decisions on behalf of the government of India, which are executed in their name and with their seal.

2. They establish necessary regulations for the better functioning of the Indian government and allocate various responsibilities among ministers.

3. The President of the Republic appoints the Prime Minister and other ministers.

4. The President appoints the Attorney General, Comptroller and Auditor General, members of the Union Public Service Commission, Governors of states, and members of the Finance Commission.

5. The President may seek important information related to public administration and legislation from the Prime Minister.

6. The President can demand that cases, for which an individual minister has already made a decision, be presented to the Council of Ministers for discussion.

7. The President of the Republic can form special commissions to assess the social, political, and economic conditions of marginalized communities.

8. To resolve inter-state disputes, the President establishes inter-state commissions.

Legislative Functions:

1. After general elections and at the beginning of each parliamentary year, the President of the Republic addresses Parliament.

2. No bill passed by both houses of Parliament can become a law until it receives the President's assent.

3. The President may send messages to either house of Parliament.

4. In the absence of the Speaker and Deputy Speaker in the Lok Sabha, the President can invite any member of the Lok Sabha to preside over its sessions. Similarly, in the Rajya Sabha, in the absence of the Chairman and Deputy Chairman, the President can nominate any member to preside over its sessions.

5. The President of the Republic can nominate 12 individuals to the Rajya Sabha who are experts in the fields of arts, science, literature, or social service.

6. The President can nominate two members of the Anglo-Indian community to the Lok Sabha.

7. Special financial bills require the President's approval before they can be presented in Parliament.

8. The President can sign bills passed by Parliament, withhold them, or return them for reconsideration.

9. When Parliament is not in session and it is not possible to convene a session, the President can promulgate ordinances.

10. The President lays the reports of the Comptroller and Auditor General, the Union Public Service Commission, the Finance Commission, and other reports before Parliament, which assess the government's performance.

Financial Functions

1. The President of the Republic cannot introduce a financial bill in Parliament without the prior approval of the President.

2. On their recommendation, the government presents the annual budget in Parliament for approval.

3. Without the President's recommendation, no demand for a grant in the budget can be made.

4. The President of the Republic can provide funds for expenditures from the Contingency Fund for which provision was not made in the annual budget.

5. Every five years, the President forms a new Finance Commission.

Judicial Functions

1. The President of the Republic appoints judges to the Supreme Court and High Courts.

2. In certain legal matters, the President can seek advice from the Supreme Court, and it is within the President's discretion to accept or reject such advice.

3. The President has the power to grant pardons and commute, remit, or reprieve sentences in certain cases.

Diplomatic Functions

1. The President of the Republic represents India in international forums and sends ambassadors to various countries on behalf of the Government of India.

2. International treaties and agreements are made in the name of the President, which require approval by Parliament.

Military Functions

1. The President of the Republic is the Supreme Commander of the Indian armed forces.

2. In the capacity of military chief, the President appoints the heads of all three armed forces.

3. The President can declare war or peace with another country on behalf of India.

Emergency Functions

1. If the President of the Republic is satisfied that a grave emergency exists by which the security or peace of any part of India or the nation as a whole is threatened, they can declare a state of emergency.

2. Under Article 352 of the Indian Constitution, the President can proclaim a national emergency.

3. Under Articles 356 and 365, the President can impose an emergency in states.

4. Under Article 360, the President can declare a financial emergency, although such a situation has not occurred since India gained independence in 1947.

7.9 Learning Outcomes

Dear Learners, at the end of this Unit, you should have:

- understood the meaning of the president of the republic.
- studied the types of functions of the president of the republic.
- acquired knowledge about the auxiliary institutions of the president of the republic.
- explored the role of the president of the republic.
- understood the duties and responsibilities of the president of the republic.

7.10 Glossary

Support Agencies: Support agencies are organizations that perform the basic functions of the government. They do not directly engage with the public but provide auxiliary services to line agencies. They are accountable to line agencies, not the public.

Line Agencies: Line agencies are the organizations that directly interact with the public and provide services. They have direct contact with people and deliver services to the community.

7.11 Sample Questions

7.11.1 Objective Questions:

1. Who is recognized as the founder of the Unity of Command principle?

(a) Lüthor Gulick (b) Orovwiek (c) Henry Fayol (d) Max Weber

2. The quote "A subordinate should receive orders from only one superior" is attributed to which thinker?

      (a) Henry Fayol (b) Lüthor Gulick (c) Orovwiek (d) Simon

3. Among the following, who criticizes the Unity of Command principle?

      (a) Hudson (b) Taylor (c) Milet (d) All of the above

4. Whose belief is that, "In case of any conflict or confusion at the time of accepting an order, the Unity of Command principle should be preferred"?

      (a) Mooney and Reiley (b) Lüthor Gulick (c) Henry Fayol (d) Herbert Simon

5. Unity of Command is related to whom?

      (a) Superiors and subordinates   (b) Administration and employees

      (c) Project-based reaction   (d) Coordination among employees

7.11.2 Short Answer Questions:

1. Explain the meaning and concept of the Unity of Command.
2. Describe the types of Unity of Command.
3. What are the supporting agencies of the Unity of Command?
4. Explain the role of the Unity of Command.
5. Define the political functions of the Unity of Command.

7.11.3 Long Answer Questions:

1. Describe the types of Unity of Command.
2. Explain the various responsibilities of the Unity of Command.
3. What are the supporting agencies of the Unity of Command, and what is their significance?

7.11   Suggested Learning Resources

1. Avasthi and Maheshwari, *Public Administration* (New Delhi: Lakshmi Narain Agarwal, 2017)

2. M.P. Sharma and B. L. Sadana, *Public Administration in Theory and Practice* (Allahabad: Kitab Mahal, 2018)

3. Saroj Kumar Jena, *Fundamentals of Public Administration* (New Delhi: Anmol Publications, 2001).

4. S. L. Goel, *Public Administration: Theory and Practice* (New Delhi: Deep and Deep, 2003)

5. Abdul Qayyum, *Nazm-o Nasq-e-Ammah* (Hyderabad: Nisab Publishers, 2018).

Unit-8: Line, Staff and Auxiliary Agencies

Structure

8.0 Introduction

Dear Learners, in this course, you have already learned about various aspects of the Executive President, which include the definition of the Executive President, types, importance, and responsibilities. Further, you have gained knowledge about the relationship between the temporary and permanent Executive Presidents. Finally, you have also studied the role of the Executive President of India as the Prime Minister.

After studying those four Units, you must have realized that the role of the Executive President in any organization holds significant importance. The Executive President is positioned at the top of the organizational pyramid and is responsible for setting the organization's goals and influencing its activities. The Executive President provides leadership to the organization.

In organizational matters, various agencies assist the Executive President, which includes:

1. **Line Agencies:** These agencies directly handle administrative matters to achieve organizational objectives. Some examples include the departments of Health, Defense,

Education, and Railways. These departments provide public services directly. The department of Railways, for instance, provides railway services to passengers, the department of Education manages schools and colleges, and the department of Health offers healthcare services. They are closely connected to the public in their respective areas of operation, and that is why they are considered line agencies.

2. **Staff Agencies:** Staff agencies are agencies that provide assistance and advice but do not directly execute administrative functions. Instead, they support line agencies in their tasks. For instance, organizations have housekeeping services to maintain cleanliness, and these agencies are referred to as auxiliary agencies. Staff agencies and auxiliary agencies do not directly execute organizational matters, but collaborate with line agencies to provide support.

The terms "line" and "staff" agencies are derived from the military context. In the military, everyone from the commander to the soldiers directly involved in combat is referred to as line agencies, while other individuals or agencies that provide support such as food, clothing, weaponry, intelligence, and medical services, but are not directly involved in combat are called staff agencies. These agencies are auxiliary agencies.

Line and staff agencies in organizational structures have important roles in achieving organizational objectives. Line agencies directly handle administrative matters related to the organization's core functions, while staff and auxiliary agencies provide support and services to facilitate the work of line agencies.

8.1 Objectives

The objectives of this unit are to:
- understand the definitions and characteristics of line, staff, and auxiliary agencies.
- gain knowledge about the establishment, types, and characteristics of government departments as line agencies.
- learn about the formation and characteristics of public corporations.
- distinguish between a department and a public corporation.

8.2 Characteristics of Line Agencies

In any democratic system, the primary and fundamental responsibility of the government is to serve the public, and the agencies directly responsible for providing these services are called "line agencies." They are referred to by this name because they independently carry out the primary objectives of the government and have direct connections with the public. On the other hand, there are certain secondary responsibilities of the government that are not directly linked to the public, and the agencies responsible for carrying out these functions are termed "staff agencies." For example, the Ministry of Railways in India is a significant department responsible for operating various aspects of the country's railways. The Minister of Railways oversees this department, which is directly accountable to the government and parliament.

Line agencies have several characteristics:

1. **Direct Control of the Chief Executive**: Line agencies are directly controlled and supervised by the chief executive of the organization. They are accountable and responsible to the chief executive.

2. **Direct Relation with the Public**: Line agencies establish direct relationships and interactions with the public. They engage with the public, provide services, and communicate with them. Examples include teachers in schools, police officers ensuring safety and security, and railway drivers transporting passengers.

3. **Completion of Fundamental Objectives of Government**: Line agencies are responsible for fulfilling the fundamental goals and objectives of the government. For instance, in a university, different departments are responsible for providing educational courses, which align with the university's primary objective of education.

4. **Decision-Making Power or Authority**: Line agencies have the authority to make decisions and are responsible for issuing important orders, supervising lower-level employees, and providing guidance to them. There is a clear line of command in line agencies, and they ensure unity of command.

5. **Responsibility for Implementing Policies**: Line agencies are tasked with implementing public policies and government programs. Once a policy is approved by the parliament, its implementation falls under the purview of line agencies. They make decisions, issue directives, and guide their employees to carry out these policies.

8.3 Types of Line Agencies:

Different countries around the world have three types of line agencies:

1. **Government Departments:** These are government entities responsible for specific functions and services. They operate directly under the government and are accountable to the government and parliament. Government departments have a direct relationship with the public and provide essential public services. For example, the Ministry of Health, Ministry of Education, and Ministry of Defense in many countries are government departments responsible for health services, education, and defense, respectively.

2. **Public Corporations:** Public corporations are government-owned entities that operate independently and have a separate legal status. They are responsible for delivering specific services, running businesses, or managing public assets. Public corporations often have a board of directors and function with some autonomy. They generate revenue and manage their finances. Examples include national railways, postal services, and public utilities like water and electricity companies.

8.4 Definition of Support Agencies:

In the modern political system, policy formulation is the responsibility of the government's legislative branch, while the implementation of those policies falls under the executive branch. In democratic systems like India, the Prime Minister serves as the spokesperson for the government and the President plays a ceremonial role.

With the emergence of the concept of a welfare state, the responsibilities of the government have significantly increased. The advent of the internet and e-governance has further added to the complexity of administrative functions. As a result, the executive branch of government, including the office of the President, has a broader scope of duties and responsibilities.

The administrative machinery is becoming increasingly complex, making it impossible for the President alone to manage all responsibilities. Besides the President, other members of the executive branch, such as ministers and officers, also bear significant burdens. Therefore, they require the assistance and cooperation of support agencies.
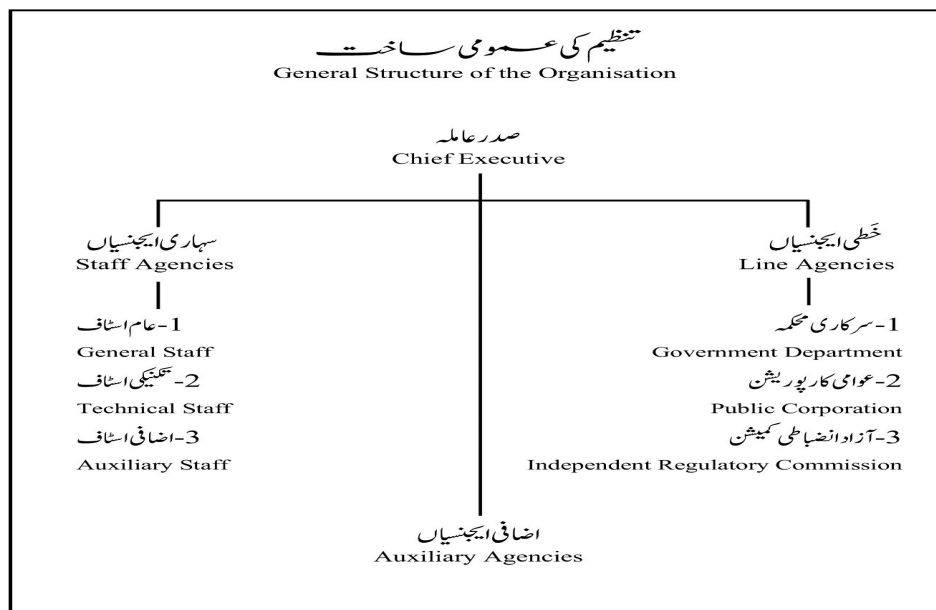
Support agencies, known as "Staff Agencies", derive their terminology from the literal meaning of "staff," which is a walking stick that aids in carrying weight and maintaining balance. This symbolizes their role in providing support and assistance to the executive agencies, similar

to how a walking stick assists a person in maintaining balance. Staff agencies do not have decision-making authority; instead, they support and complement the primary agencies.

These staff agencies assist in fulfilling the secondary responsibilities of the executive agencies. In the context of a military organization, for instance, the primary agencies are responsible for combat operations and facing the enemy, while staff agencies provide support and advice, such as supplying weapons, equipment, medical services, intelligence, and planning strategies.

Similarly, in the context of India's administrative system, various support agencies assist the Prime Minister and other executive agencies. The Prime Minister's Office (PMO) and the Union Public Service Commission (UPSC) are two crucial support agencies. The Prime Minister, as the real head of government, is aided by the PMO, which provides various forms of assistance, including advice, policy inputs, and information from government departments.

Additionally, the Ministry of Personnel, Public Grievances and Pensions in India plays a key role in civil service administration, ensuring the appointment of officials. The Union Public Service Commission conducts the Civil Services Examination to recommend successful candidates for various administrative roles.

تنظیم کی عمومی ساخت
General Structure of the Organisation

صدر عاملہ
Chief Executive

سہاری ایجنسیاں
Staff Agencies

خطی ایجنسیاں
Line Agencies

1- عام اسٹاف
General Staff

1- سرکاری محکمہ
Government Department

2- تکنیکی اسٹاف
Technical Staff

2- عوامی کارپوریشن
Public Corporation

3- اضافی اسٹاف
Auxiliary Staff

3- آزاد انضباطی کمیشن
Independent Regulatory Commission

اضافی ایجنسیاں
Auxiliary Agencies

The Ministry of Railways, GoI is a significant organization responsible for operating rail services between various cities in India. From the Rail Minister to railway engineers and drivers, they all collaborate on this responsibility and establish a line agency. To operate trains

effectively, it is essential to build railway stations, lay down railway lines, and appoint staff, all of which fall under the secondary responsibilities of the Railway Ministry. Support agencies, such as the Railway Recruitment Board, Railway Construction Board, Railway Police, and others, help fulfill these responsibilities.

In organizational terms, agencies that provide housekeeping services are referred to as auxiliary agencies. Support agencies (Staff Agencies) and auxiliary agencies (Auxiliary Agencies) do not directly execute organizational tasks but assist line agencies in carrying them out.

8.5 Characteristics of Support Agencies:

The characteristics of the Staff agencies are as follows:

1. **Fulfillment of Secondary Responsibility of Organization**: Staff agencies in an organization carry out secondary responsibilities when primary agencies perform their core functions. They provide assistance and support to line agencies. Examples include the military units that are engaged in combat, while the logistics units provide supplies and medical services to the troops. Similarly, in the context of public administration, staff agencies offer consultative and support roles. For instance, they provide advice on various policies, keep the government informed about different actions, and offer critical inputs into decision-making. These are some of the secondary responsibilities of staff agencies.

2. **No Direct Relation with the Public:** Staff agencies do not have a direct relationship with the public. They primarily interact with and provide services to line agencies. Examples include teachers who educate students in schools, police officers who maintain law and order in the community, railway drivers who transport passengers, and doctors at primary health centers who offer medical services to the public. In contrast, staff agencies do not have direct interactions with the public.

3. **Unable to Apply Authority and Issue Orders:** Staff agencies do not have autonomous decision-making authority. In the organization, real decision-making power lies with the chief executive. Even within line agencies, key decisions are made autonomously. Staff agencies are entrusted with advisory roles, and their recommendations often carry significant weight. These recommendations play a crucial role in influencing the organization's decisions. For example, the Union Public Service Commission in the Indian government provides a list of successful candidates for civil service appointments,

which is usually accepted by the government. Thus, the advice of staff agencies significantly impacts the nature of public services and the machinery of public administration in a country."

4. **No Authority of Decision Making:** Staff agencies do not possess the authority to make decisions. They solely provide assistance to the higher authorities in the organization. The power of decision-making lies with the executive head (usually the chief executive officer) of the organization. Additionally, they have the responsibility to issue important orders, supervise lower-level staff, and provide them with guidance. Staff agencies are not vested with executive responsibilities.

5. **No Executive Responsibility:** In democratic governments, two prevalent systems are presidential democracy and parliamentary democracy. India is a parliamentary democracy where the executive is answerable to the legislature for its policies and actions. The prime minister and other ministers, who carry out their duties as line agencies, are accountable in the parliament. However, staff agencies that collaborate with line agencies are not bound by executive responsibilities.

6. **Situated outside the Line of Command** All positions within line agencies are situated within a line of command, and in accordance with the principle of unity of command, they report to higher authorities. A prime example of this is found in a state's police department, where positions ranging from the Inspector General (IG) to police constables are part of a single chain of command, responsible for maintaining law and order in the state. Conversely, police training colleges and academies exist outside this chain of command, with the purpose of providing training to personnel. These academies are considered staff agencies.

8.6 Types of Staff Agencies:

The different types of staff mentioned by Pfiffner are as follows:

General Staff: The executive head (chief executive officer) often requires "general" advice and assistance. For example, they receive thousands of emails and letters daily, which they don't have the time to read and respond to personally. Therefore, their assistants handle these tasks. Only highly important letters are kept on their desk. The selection of these letters and emails is done by staff agencies' staff. Additionally, the executive head delivers many speeches at various forums and programs. Their assistants prepare scripts for these speeches. They also meet with numerous visitors. In this regard, their assistants act as "filters and facilitators." By doing so,

they save time and energy for the executive head and reduce their burden. These tasks are of a routine nature. Those who perform them are called "general staff." Examples of this can be found in the Prime Minister's Office in India or the White House in the United States. Furthermore, in government departments, the permanent secretary, who advises the minister, is generally an experienced administrator. Their advice is also of a "general" nature. They perform the duties of general staff for their ministers.

Technical Staff: Chief executives (executive heads) and all executives often require technical advice on various matters because decisions related to their field often require complete technical information from the respective fields. The staff working under them does not possess technical information. Therefore, the services of technical staff are required. This technical staff consists of various experts, such as engineers, doctors, financial experts, economic experts, and project planners. This "technical staff" provides technical advice to the executive head in their field of expertise and also exercises technical control over agencies working in their field, ensuring that they follow proper techniques. Whether it is establishing a nuclear plant, building a hydroelectric dam, or setting up an aircraft factory, consulting with experts in these technical matters is essential. Similarly, the government needs the advice of "foreign policy experts" to formulate its foreign policy or the expertise of defense scientists to plan its defense policy. The importance and need for technical staff increases in the age of the internet and e-governance.

Auxiliary Staff: All administrative agencies require some general and domestic services. For example, all agencies need services related to the construction and maintenance of buildings, furniture, stationery and office equipment procurement, documents, printing of reports, employee recruitment, training and management, annual budgets, and financial planning. These services are particularly important since they are directly related to the basic and fundamental functions of the agency. However, these services are not part of the direct and core activities of any organization. But performing their basic duties without these services is not possible for any organization. These services are necessary for all organizations but are essentially secondary. In administration, these services are called "auxiliary services," and those who perform these services for agencies or units are called "auxiliary staff." Examples include the Public Works Department, Director Supplies, Store Section, Establishment Section, or the Record Section of a large organization.

Function of Staff Agencies:

1. **Assistance Functions:** The most important role of support agencies is to assist the Chief Executive, i.e., the head of the organization, and other line agencies in performing their tasks. They work on behalf of the Chief Executives, lightening their workload, saving them from routine tasks, and conserving their time and energy for critical matters. In the United States, the White House Office or in India, the Prime Minister's Office primarily performs these support functions. These agencies handle tasks such as taking dictation, writing letters, maintaining diaries, and assisting executives with various other tasks.

2. **Information Functions:** Another vital role of support agencies is to provide comprehensive information to line agencies. This includes gathering, storing, and providing the latest information and data. Gathering information involves research, study, inquiry, and surveys. The collected information needs to be digested, summarized, and presented in a suitable format to the relevant line officers. Keeping up-to-date and relevant statistical figures is also crucial so that they can be provided whenever needed. Statistical bureaus, establishment units, and similar sections perform these functions.

3. **Advisory Functions:** Apart from providing necessary information and data for decision-making, support agencies also offer advice and recommendations to the Chief Executive and line agencies. They present their recommendations and advice to the Minister or Chief Executive. This advice can be accepted or rejected by the relevant line officer. However, decisions are usually not finalized without consultation and advice from staff members. Providing advice and consultation is an essential function of all support agencies.

4. **Delegated Functions:** Sometimes, the Chief Executive delegates certain functions to a staff agency. In such cases, the support agency performs tasks explicitly assigned to them within defined limits by the Chief Executive. For example, a Press Secretary appointed by the Prime Minister's Office issues press releases on behalf of the Prime Minister, or the Bureau of Budget in the United States prepares budgets.

5. **Executive Functions:** When a decision is made by the Chief Executive, it becomes the responsibility of support agencies to ensure that it reaches other relevant line agencies and that they implement it. This involves explaining the decision to the units, resolving any implementation issues, and overseeing the execution of the decision. They are responsible for coordinating their work, maintaining contact with all relevant agencies,

and assisting the Chief Executive in their duties. In India, the Cabinet Secretariat often performs this executive coordination function.

These are the key functions of support agencies in facilitating the efficient functioning of an organization or government. They play a critical role in assisting top executives, providing essential information, offering advice, executing delegated tasks, and ensuring that decisions are implemented effectively.

8.8 Meaning of Auxiliary Agencies:

Auxiliary agencies in any organization are referred to as additional agencies providing household services. You should be aware that, similar to line agencies, auxiliary agencies directly assist in achieving the organization's objectives as per the directives and instructions of the chief executive. Line agencies play a crucial role in fulfilling the primary duties of the organization, with various supportive agencies aiding them in this endeavor. These supportive agencies do not directly bear the responsibility for achieving the organization's objectives but provide assistance to line agencies in the form of advice and recommendations.

Like support agencies, auxiliary agencies are not actively engaged in directly achieving the organization's objectives. Therefore, some experts believe that auxiliary agencies should be considered as part of support agencies. However, others argue that the nature of the responsibilities of auxiliary agencies is entirely different and distinct from those of support agencies. For example, support agencies are primarily involved in advisory matters, while auxiliary agencies perform additional household services within the organization.

The English term "Auxiliary Agencies" is derived from the literal meanings of the word "Auxiliary," which includes helpful, secondary, and additional. These terminologies in organizational structure are borrowed from military units. In the military, auxiliary units are associated with major military forces and perform secondary responsibilities. They are attached to major military units engaged in combat and handle secondary duties. Similarly, in the civilian context, auxiliary agencies contribute to the completion of secondary responsibilities. The existence of any organization serves a specific purpose. The Department of Railways in the Indian government, for instance, exists to provide railway services to the public. Providing railway services to the public, facilitating travel from one place to another, and ensuring convenience for the public are the Department of Railways' primary responsibilities, which are carried out through line agencies. In addition to these, some secondary responsibilities fall under the Department of Railways' purview, which is fulfilled through the support and auxiliary

agencies. These secondary responsibilities include the procurement of office equipment and supplies, financial management of the organization, office maintenance, and more.

8.9 Need for Auxiliary Agencies:

In India, various auxiliary agencies within the public administration undertake multiple governmental responsibilities. These different departments and agencies work towards improving the country's system. Various line agencies of the government directly serve the public and fulfill different responsibilities according to their respective departments and nature of work. In the completion of their core duties, these different line agencies often require common household services, such as building maintenance, facility management, financial services, computer typing and printing services, cleaning, medical services, and more.

These secondary services are crucial for achieving the organization's objectives and are the responsibility of auxiliary agencies. They play a vital role in providing support to the primary government agencies in fulfilling their core functions.

اضــــافی ایجنسیوں کی ضرورت

Need for Auxiliary Agencies

تنظیمی ساخت میں بنیادی تبدیلیاں Basic Changes in Organisational Structure

فلاحی مملکت کے تصور کا ارتقاء Evolution of Welfare State

صنعتی انقلاب اور اختصاص پسندی Industrial Revolution and Specialisation

جمہوری نظام میں حکومت کا بڑھتا بار Increasing Burden on Government in Democracy

نظم و نسق عامہ میں کفایت شعاری، لیاقت اور مجرب کاری کی جستجو Quest for Economy, Efficiency & Effectiveness

In ancient times, all line agencies used to fulfill their secondary needs independently. Staff appointments, financial management, record-keeping, and various auxiliary responsibilities were handled directly by the line agencies themselves. This is why these agencies used to be self-reliant in ancient times. However, with changing times, there was an increase in government and national responsibilities, and this increase continued to grow.

The emergence of the concept of a Welfare State and the prevalence of specialization following the Industrial Revolution prompted the idea that government departments and organizations should be structured according to the needs of the time. Therefore, it was realized that the secondary needs of all line agencies are similar and common, which can be efficiently

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and economically fulfilled through separate and specialized agencies. This observation paved the way for the existence of auxiliary agencies, which benefited in reducing the burden on the executive and line agencies, making them more efficient, effective, and economical in achieving their goals.

Different countries have established separate auxiliary agencies that are responsible for fulfilling the government's secondary responsibilities. Without these auxiliary agencies, the missions and goals set by the executive and line agencies may remain incomplete. These additional agencies play a vital role in achieving the objectives of the organization, and they are responsible for specific and unique functions.

In various countries, separate auxiliary agencies have been established to fulfill these secondary needs, which have reduced the burden on the executive and line agencies. These auxiliary agencies specialize in providing the required services to the primary government agencies, helping them achieve their objectives efficiently and effectively.

8.10 Features of Auxiliary Agencies:

1. **Providing Common House-keeping Services**: Auxiliary agencies provide common house-keeping services to various line agencies within an organization. For example, in Maulana Azad National Urdu University's Hyderabad campus, the Vice-Chancellor serves as the chief executive officer and is responsible for fulfilling the university's primary objectives, which include providing education in various disciplines. Academic councils and executive councils, similar to auxiliary agencies, work in collaboration with line agencies. These agencies offer advisory services to the Vice-Chancellor.

   In contrast, some agencies within the university provide secondary services that support the university's core functions. These secondary services are essential for the fulfillment of the primary objectives of line agencies and are thus considered auxiliary agencies. For example, the Center for Information Technology (CIT) at Maulana Azad National Urdu University offers technical support to students and faculty, the Center for Translation Studies translates standard books for students and faculty, and the Directorate of Distance Education (DDE) is responsible for authoring, editing, and compiling self-learning materials. The Controller of Examinations ensures the smooth conduct of various competitive and conventional examinations. All of these agencies provide house-keeping services within the university, which are uniform and common across different

educational disciplines. Therefore, units performing these services are termed auxiliary agencies.

1. **Limited Powers of Decision Making**: Auxiliary agencies have limited decision-making powers, which are typically delegated to them by the chief executive officer or head of the organization. For example, in the case of Maulana Azad National Urdu University, the Center for Information Technology (CIT) has limited decision-making authority to determine which company's computer systems and machinery should be installed in various educational disciplines on the university campus. However, the final decision regarding the procurement of these items lies with the Vice-Chancellor. The Vice-Chancellor makes the ultimate decision based on the university's financial conditions. Similarly, the Center for Translation Studies at the university also has limited decision-making authority to determine the choice of translators. In contrast, supporting agencies do not have decision-making authority to participate in such decisions. The Academic Council and Executive Council of the university provide only advisory services. The final decision-making authority concerning university matters rests solely with the Vice-Chancellor.

2. **Functional Responsibility**: Auxiliary agencies perform functional responsibilities and are not limited to advisory matters. They actively carry out day-to-day activities of the government. These activities include procurement of necessary items for the organization, ensuring their supply, overseeing administrative affairs, and maintaining the organization's financial records, among other tasks. For example, the Center for Information Technology (CIT) at Maulana Azad National Urdu University continuously builds and maintains the campus's Wi-Fi network and ensures the proper functioning of all computer equipment on campus.

   The existence of the Center for Information Technology is indispensable for the university's daily operations, as internet access has become an essential part of our daily affairs. Distance education activities, various meetings, conferences, and most financial transactions within the university are conducted through the internet. Many financial transactions within the university are carried out through the internet, managed by the Finance Section. Therefore, the presence of the Center for Information Technology is essential for the university, as it supports various functional responsibilities.

3. **Distance from Public**: Auxiliary agencies do not directly provide services to the public, and they are not primarily responsible for fulfilling the organization's fundamental objectives. They maintain an indirect relationship with the public and mostly fulfill secondary responsibilities of the organization. These agencies operate with some distance from the public and focus on supporting line agencies. For example, the Center for Translation at Maulana Azad National Urdu University does not directly provide educational services to students but contributes by providing essential translations of academic materials, ensuring that the teaching and learning process in different educational disciplines can be carried out effectively. These agencies support line agencies in meeting their requirements.

4. **Under the Supervision of the Chief Executive**: Most auxiliary agencies work under the direct supervision of the chief executive officer or head of the organization. For instance, the Ministry of Finance in India operates under the direct supervision of the Prime Minister. The Finance Minister keeps the Prime Minister informed about various aspects of the ministry. Similarly, the Center for Translation Studies at Maulana Azad National Urdu University provides all its services under the direct supervision of the Vice-Chancellor, who oversees all auxiliary agencies within the university.

8.11 Merits and Demerits of Auxiliary Agencies:

1. **Complementing Organizational Objectives:** Auxiliary agencies assist in complementing the objectives and goals of an organization. Their support helps organizations achieve their objectives more effectively.

2. **Cost Reduction:** These agencies help in reducing the expenses of the organization. Having a single auxiliary agency fulfilling common tasks for multiple departments saves both time and money. For example, a central publications department can handle publications for various departments within an organization.

3. **Streamlined Work:** This system minimizes redundancy in tasks and responsibilities, ensuring that auxiliary work is conducted efficiently.

4. **Increased Scope:** Auxiliary agencies expand the scope of work, often at a lower cost per unit. They can manage various tasks that might be costlier if handled individually.

5. **Essential for Fulfilling Responsibilities:** Auxiliary agencies are crucial for fulfilling the responsibilities of departments and maintaining them.

Demerits of Auxiliary Agencies:

1. **Disintegration of Departments:** The establishment of auxiliary agencies can lead to the disintegration of departments, reducing their responsibilities.

2. **Interference with Departmental Authority:** Auxiliary agencies may interfere with the authority and decision-making power of departments, potentially leading to conflicts between the two.

3. **Focus on Cost Cutting over Service Quality:** Sometimes, auxiliary agencies may prioritize cost-cutting and uniformity over the quality and effectiveness of services, which can be detrimental to the organization.

4. **Lengthy Bureaucracy:** With many auxiliary agencies involved, the bureaucracy can become complex and slow, leading to delays in obtaining services.

5. **Limited Decision-Making Authority:** These agencies often have limited decision-making authority, which can hinder their effectiveness.

6. **Distance from the Public:** Auxiliary agencies do not directly provide services to the public and may not prioritize public-facing services.

8.12 Learning Outcomes

At the end of this Unit, you should have:

• understood the definitions and characteristics of linear, subsidiary, and auxiliary agencies.

• studied the establishment of government departments as a linear agency, its types, and characteristics.

• acquired knowledge about the formation and characteristics of a public corporation.

 • learned the difference between a department and a public corporation.

8.13 Glossary

Unity of Command: Unity of command refers to the principle that within any organization, an individual should receive orders and instructions from only one superior and be accountable to and report to that superior alone. When there are multiple chains of command, it can disrupt the functioning of an organization because it leads to confusion among employees. In other words, it

can be said that in any organization, a single individual should only receive orders from one superior. Having multiple superiors is not suitable for the organization's efficiency.

8.14 Sample Questions

8.14.1 Objective Questions:

1. What services do auxiliary agencies provide in organizations?

(a) Basic services (b) Secondary services (c) Both of these (d) None of these

2. Which agencies perform functional responsibilities?

(a) Line agencies (b) Staff agencies (c) Auxiliary agencies (d) All of these

3. Agencies that directly serve the public are:

(a) Line agencies (b) Staff agencies (c) Auxiliary agencies (d) All of these

4. What is a correct observation about auxiliary agencies?

(a) Auxiliary agencies work under the direct supervision of the Chief Executive.

(b) Auxiliary agencies are directly connected with the public.

(c) Auxiliary agencies fulfill the organization's basic duties.

(d) Auxiliary agencies provide housekeeping and advisory services.

5. Which agencies hold limited decision-making powers?

(a) Line agencies (b) Staff agencies (c) Auxiliary agencies (d) Chief Executive

8.14.2 Short Answer Questions:

1. Explain the characteristics of line agencies.
2. Write a brief note on the types of line agencies.
3. Differentiate between staff agencies and auxiliary agencies.
4. Write a note on the decision-making powers of auxiliary agencies.
5. Explain the differences between line agencies and auxiliary agencies.

8.14.3 Long Answer Questions:

1. What is meant by the corporate status of a public corporation? Explain the difference between a department and a public corporation.
2. Write a detailed note on the characteristics of auxiliary agencies.
3. What are the similarities and differences between staff agencies and auxiliary agencies? Explain.

8.15 Suggested Learning Resources

1. L. D. White, *Introduction to the Study of Public Administration* (New York: Mac Millan, 1926).

2. J. M. Pfiffner and R. V. Presthus, *Public Administration* (New York: Ronald Press, 1965).

3. Rumki Basu, *Public Administration: Concepts and Theories* (New Delhi: Sterling Publications, 2012).

4. Avasthi and Maheshwari, *Public Administration* (New Delhi: Lakshmi Narain Agarwal, 2017)

5. M.P. Sharma and B. L. Sadana, *Public Administration in Theory and Practice* (Allahabad: Kitab Mahal, 2018)

6. Saroj Kumar Jena, *Fundamentals of Public Administration* (New Delhi: Anmol Publications, 2001).

7. S. L. Goel, *Public Administration: Theory and Practice* (New Delhi: Deep and Deep, 2003)

8. Abdul Qayyum, *Nazm-o Nasq-e-Ammah* (Hyderabad: Nisab Publishers, 2018).

Unit - 9: Public Corporation, Department and Board

Structure

9.0 Introduction

In different countries around the world, the majority of linear agencies fall into two main categories:

1. **Government Department:** These are government organizations responsible for various functions and services. They operate within the framework of the government and are funded by public resources. Government departments play a vital role in implementing government policies and providing public services. Examples include the Department of Education, Department of Health, and Department of Transportation.

2. **Public Corporation:** Public corporations, also known as government-owned corporations or state-owned enterprises, are distinct legal entities that are owned and operated by the government. They often provide specific public services or manage government assets, and they may have a degree of financial autonomy. Examples include national airlines, postal services, and public utilities.

   Independent Regulatory Commissions, as we mentioned, are a specialized type of linear agency. They are particularly prevalent in the United States and are established in accordance with the country's political system and constitution. These commissions are independent from

direct political control and are tasked with regulating specific industries or sectors, such as telecommunications or energy, to ensure fair competition and consumer protection.

9.1 Objectives

Dear Learners, the objectives of this Unit are to:

- study public corporations, departments, and boards.

- understand the organizational structure of public corporations, departments, and boards.

- examine the roles of public corporations, departments, and boards.

9.2 Government Department

Dear Learners, you have learned about Felix Nigro's observations regarding government organization and structure. Nigro noted that the size of an organization affects its structure and that private organizations cannot compete with government organizations in terms of size. Due to this size, government activities are divided among various departments, which handle most of the government's affairs. Examples of such departments include the Department of Education, the Department of Defense, the Department of Health, and the Department of Finance.

Government departments work under the direct supervision and control of the head of the department, but it is not necessary for the head to be responsible for the establishment, organization, and management of the department. For instance, in the United States, the establishment of departments is done by Congress, and the President is free from this responsibility. In contrast, in countries like Britain and India, the head of state is responsible for the establishment, organization, and management of departments.

Other characteristics of government departments include the following:

1. Government departments are generally the largest units of government in terms of size.
2. They have a long and traditional history.
3. They carry out government functions under the direct supervision of the head of state.
4. The head of the department, often a minister, is responsible for the day-to-day activities of the department.

5. Apart from serving the head of state, government departments are also accountable to the legislature. They implement policies formulated by the legislature.

6. The head of a department is typically a minister who represents the people and their interests. Civil servants within the department assist in implementing policies and programs.

This understanding of government departments and their characteristics is essential for comprehending the functioning of government organizations.

9.3 Types of Departments:

In the context of the nature of work, the size of the department, and internal structure, departments can be categorized into four types:

1. **Large and Small Departments:**
    o   Departments can be classified as large or small based on their size.
    o   Large departments have a broad scope of operations, while small departments have a limited scope.
    o   For instance, the Indian Ministry of Railways, the Ministry of Finance, and the Ministry of Defense are examples of large departments. On the other hand, the Atomic Energy Department is an example of a small department.

2. **Old and New Departments:**
    o   Some departments have a long history and have been in existence for a significant period.
    o   Old departments typically handle traditional matters, and their history and continuity demonstrate their effectiveness.
    o   For example, the British Treasury Department and the Indian Department of Finance are considered old departments. They are known for handling conventional matters effectively.
    o   In contrast, some departments are established to address contemporary needs. An example is the Department of Military Affairs, which was created in India in January 2020 to address modern security challenges.

3. **Single-function and Multi-function Departments:**
    o   Departments can be classified as single-function or multi-function based on the nature of their responsibilities.
    o   Single-function departments focus on a specific type of activity or function.

- o Multi-function departments handle various responsibilities simultaneously.
- o For example, the Department of Defense primarily focuses on safeguarding the country's borders, while the Department of Education's singular objective is to enhance the education and training of young individuals.

4. **Operating and Coordinating Departments:**
   - o Departments can be categorized as operating or coordinating based on their level of activity and interaction with other departments.
   - o Operating departments are highly active and primarily responsible for implementing policies and programs.
   - o Coordinating departments facilitate communication and coordination between different departments.
   - o For instance, the Railway Department is an operating department as it actively manages railway operations. In contrast, the Home Ministry serves as a coordinating department, overseeing various aspects like border control, internal security, police administration, and inter-state relations.

9.4 Foundation of Departments:

In ancient times, Aristotle proposed the foundation of the establishment of departments based on two principles: firstly, on the basis of individuals or human classes, and secondly, on the basis of services provided. In modern times, Luther Gulick proposed four foundations for the organization of departments:

1. **Purpose:**
   - o The purpose refers to the specific functions or objectives that a department is tasked with.
   - o Departments are often established based on the need to carry out certain functions or provide particular services.
   - o For example, in a democratic republic, the Department of Health exists to provide health and medical services to the public, while the Department of Defense is responsible for safeguarding a nation's borders.

2. **Process:**
   - o Process refers to the techniques or skills involved in carrying out tasks within a department.

- Different departments require specialized skills or techniques, such as accounting, typing, engineering, or legal advice.
- Each organization requires specific services, leading to the formation of departments. For instance, the government department responsible for legal matters requires expertise in legal processes, and the Department of Public Works relies on engineering skills.

3. **Persons:**
   - The "persons" foundation does not refer to the staff of a department but rather to specific groups or classes within the population that require special attention.
   - These groups may include refugees, tribal communities, indigenous populations, minorities, women, children, and other marginalized or vulnerable segments of society.
   - Government departments are often created to address the needs and concerns of these specific groups. Examples include the Department of Tribal Affairs, Minority Affairs Department, and the Department for Women.

4. **Place:**
   - The "place" foundation pertains to the organization of departments based on geographical or administrative regions.
   - Some departments are organized to serve specific areas or regions within a country.
   - For example, the Railway Department may be divided into Western Railway, Central Railway, Southern Railway, Northern Railway, etc., based on geographical regions. Additionally, the Home Ministry may have separate departments to manage the affairs of regions like Jammu and Kashmir or Ladakh.

Luther Gulick's recommendations for these four foundations are often referred to as the "4P Formula" because each of these foundations begins with the letter "P." These foundations help streamline government departments, align them with their functions, and ensure effective service delivery.

9.5 Public Corporation:

Public corporations at the national level handle two types of affairs. Some tasks are traditional and have been carried out by governments for centuries, including establishing peace

and security, collecting revenue, and enforcing laws, among others. Other matters are more modern and come into focus after industrialization and the end of colonization. Different types of agencies are required to carry out both types of government affairs. For traditional affairs, government departments are established, whereas for the new responsibilities of the government, public corporations are created. After including economic, financial, and taxation matters in the government's new responsibilities, public corporations are given the task of reducing the government's role.

The establishment of public corporations serves various purposes, including:

1. **Increase in Government Responsibilities**: Public corporations increase the government's responsibilities in various sectors.

2. **Expansion of Industrialization**: They contribute to the growth of industrialization.

3. **Provision of Basic Services to the Public**: They provide essential services to the public.

4. **Nationalization of Various Industries**: Public corporations contribute to the nationalization of different industries.

The key features of public corporations as linear agencies are as follows:

1. **Government Ownership**: Public corporations are government-owned. The government establishes them for specific purposes and funds them.

2. **Established by Law**: Public corporations are established by law passed by the central legislature or state assembly.

3. **Corporate Status**: They have corporate status, meaning they are treated as legal entities separate from the government.

4. **Administration by Board**: Public corporations are administered by a Board of Directors appointed by the government. The board has autonomy in the day-to-day operations.

5. **Formulated for Specific Objectives**: Each public corporation is established for a specific purpose and cannot undertake activities outside its mandate.

6. **Financial Autonomy**: Public corporations have financial autonomy and can manage their finances independently.

7. **Personnel Autonomy**: They have autonomy in managing their personnel, including hiring and compensation.

8. **Autonomy in Daily Works**: Public corporations operate in a relatively free environment, similar to private businesses.

9. **Responsibility towards Government**: They are accountable to the government and must report on their activities.

10. **Responsibility towards Legislature**: Public corporations present their annual reports to the Parliament, where their activities are scrutinized.

The importance of public corporations includes the following:

1. **Promotion of National Development**: They contribute to the development of various sectors, promoting overall national development.

2. **Provision of Public Services**: Public corporations play a crucial role in providing essential public services, such as electricity, water, gas, and transportation.

3. **Promotion of Domestic Industries**: They help promote domestic industries by supporting and investing in them.

4. **Financial Independence**: Public corporations have financial independence, allowing them to distribute profits and promote their interests.

5. **Addressing Organizational Challenges**: They face and address various organizational challenges by working with different organizations.

6. **Personnel Autonomy**: Their personnel enjoy autonomy in terms of their employment conditions.

7. **Autonomy in Daily Operations**: They operate with a significant degree of autonomy in daily business operations.

8. **Accountability to the Government**: Public corporations are accountable to the government, ensuring transparency and oversight.

9. **Responsibility to the Legislature**: They report their activities to Parliament, where they are subject to scrutiny by parliamentary committees.

9.6 Difference between Department and Corporation:

The fundamental differences between a department and a corporation are as follows:

Department	Corporation
The head of a department is usually a politician, often a government minister, with one or more deputy ministers assisting them.	The head of a corporation is the Board of Directors, consisting mainly of experts. Government ministers are not part of the Board of Directors.

Departments are responsible for policy formulation and day-to-day administration is carried out by the minister	In corporations, policy formulation is done by the government, but day-to-day affairs are the responsibility of the Board of Directors.
Departments are subject to strict financial control by the government	Corporations have financial autonomy and manage their finances independently.
Personnel appointments in departments are typically made through a Public Service Commission. Terms of employment, service conditions, and salaries are subject to strict government regulations	Corporations have autonomy in personnel matters. Terms of employment, service conditions, and salaries are not bound by strict government regulations
Departments usually follow traditional practices with limited room for innovation and new initiatives	Corporations encourage innovation and new initiatives, adopting a flexible and adaptable approach in decision-making.
Departments tend to be larger in organizational size and handle conventional government affairs	. Corporations are often smaller and established for specific economic purposes
Departments are subject to strong political control by the government.	Corporations are relatively free from direct political control by the government.

9.7 Learning Outcomes

Dear Learners, at the end of this Unit, you should have:

- gained an idea about public corporations, departments, and boards.
- understood the organizational structure of public corporations, departments, and boards.
- examined the roles of public corporations, departments, and boards.

9.8 Glossary

Independent Regulatory Commissions: are specialized agencies in the United States that are established according to the U.S. Constitution. They operate independently of the executive branch and are responsible for administrative, quasi-judicial, and quasi-legislative functions. Their establishment is authorized by the U.S. Congress

9.9 Sample Questions

9.9.1 Objective questions:

1. Who proposed the 4-P formula for the establishment of agencies?

    (a) F. M. Marx (b) Peter Drucker (c) Mary Fallet (d) Luther Gulick

2. In India, what is a government agency established on the business model called?

    (a) Government department   (b) Public corporation

    (c) Federal Trade Commission   (d) All of these

3. Which of the following is not a linear agency?

    (a) DMRC   (b) DTC   (c) TSRTC   (d) PMO

4. The Prime Minister's Office (PMO) is _____.

    (a) The Prime Minister's official residence

    (b) A linear agency

    (c) A support agency

    (d) An additional agency

5. Parliament consists of _____.

    (a) Lok Sabha (b) Rajya Sabha (c) Both of these (d) None of these

9.9.2 Long Answer Questions:

1. What are corporations, and what are their duties?

2. Write a note on public accountability of public corporations.

3. Write a note on the agencies of the Chief Executive.

4. Explain the characteristics of executive agencies.

5. Write a brief note on the types of executive agencies.

9.9.3 Long Answer Questions:

1. What are public corporations, and what are their responsibilities?

2. Write a note on public accountability of public corporations..

3. Write a note on auxiliary agencies of the Head of State.

9.10 Suggested Learning Resources

1. L. D. White, *Introduction to the Study of Public Administration* (New York: Mac Millan, 1926).

2. J. M. Pfiffner and R. V. Presthus, *Public Administration* (New York: Ronald Press, 1965).

3. Rumki Basu, *Public Administration: Concepts and Theories* (New Delhi: Sterling Publications, 2012).

4. Avasthi and Maheshwari, *Public Administration* (New Delhi: Lakshmi Narain Agarwal, 2017)

5. M.P. Sharma and B. L. Sadana, *Public Administration in Theory and Practice* (Allahabad: Kitab Mahal, 2018)

6. Saroj Kumar Jena, *Fundamentals of Public Administration* (New Delhi: Anmol Publications, 2001).

7. S. L. Goel, *Public Administration: Theory and Practice* (New Delhi: Deep and Deep, 2003)

8. Abdul Qayyum, *Nazm-o Nasq-e-Ammah* (Hyderabad: Nisab Publishers, 2018).

Unit - 10: Authority and Leadership

Structure

10.0 Introduction

In this Unit, we will study about authority and leadership. Authority and leadership are two principles of administration. According to early classical thinkers, authority is an important concept in organizational action. Authority resolves conflicts between the requirements of authority and the needs of individuals. Every form of authority is an expression of itself and carries out its work as an administration. Authority is necessary for administration because its main function is to give orders. In an organizational hierarchy, top-level officials always have the authority to give orders to their subordinates, and subordinates accept these orders. In reality, an administration lacking authority does not receive respect, loyalty, and obedience from its subordinates. Authority is the key to administration. Leadership is a principle of administration. Leadership is the ability of any person. It is a status and role according to the circumstances through which a leader makes their followers or subordinates active and provides guidance to achieve the general objectives of the organization. Leadership activates its subordinates through its relationships. A leader and effective leadership play a crucial role in the development of any

organization. The success or failure of any organization is due to its leadership. Good leadership resolves conflicts among employees within the organization.

10.1   Objectives

The objectives of this Unit are to:
- understand the concept and definition of authority
- understand the types and limitations of authority
- understand the concept and definition of leadership
- understand the duties, characteristics, and qualities of leadership

10.2   Meaning and Definition of Authority

The study of authority is closely related to important principles for modern organizations. Authority is a legal concept. It is power provided through the law. This position influences the behaviour of individuals holding it. Authority is not significant until it is accepted by others. The primary purpose of authority is to gain acceptance from those on whom it is imposed. Therefore, accepting authority's orders is essential for the implementation of an organization's policies. Scholars like Simon Stemberg, Thompson, and others have highlighted key attributes of authority.

Often, authority and power are used interchangeably, but in reality, power is the ability to perform a task, while authority is the right to give orders or instructions, which is backed by legal status. The critical attributes of authority are legal authorization, while power's essential attributes are the use of power.

Various experts have defined authority as follows:
1. According to Mooney and Reilly, authority functions as the highest power for cooperation and harmony.
2. Herbert Simon states that authority refers to the power to make decisions and provide instructions to subordinates.
3. Henry Fayol defines authority as the right to give orders and the power to command obedience.
4. Allen suggests that authority is the power and right to provide subordinates with the necessary resources to complete assigned tasks.

5. Theo Heyman defines authority as the right to decide regarding subordinates' actions.

6. Davis asserts that authority is the right and power to make decisions and give orders.

Authority is an administrative power, granted from the top levels of an organization. It involves decision-making, delegation of tasks, and ensuring compliance with the assigned work. There are three sources of authority in public administration:

1. **Legal Authority:** This includes orders, regulations, and rules established by law and government agencies.

2. **Traditional Authority**: This encompasses organizational customs, traditions, and practices.

3. **Delegated Authority**: This involves the delegation of authority from higher to lower levels in the organization.

10.3 Types of Authority:

In an organization, there are various types of authority:

1. **Line Authority:** This is a fundamental and essential type of authority. Line authority is primarily used in administration by top-level officials to formulate policies. It exists between all top-level executives and their subordinates. It drives the organization and is the ultimate authority for making decisions, assigning work, and issuing orders.

2. **Staff Authority:** Staff authority exists to provide advice, information, and assistance to employees within the organization. It is the authority used by experts in their respective fields within the organization. Unlike line authority, staff authority does not have the final say in decision-making but plays a vital role in providing guidance.

3. **Functional Authority:** Functional authority combines elements of both line and staff authority. It is the authority that experts use within their specific areas of expertise to influence or make decisions related to their work. It is a specialized authority that can be employed in various organizational functions.

4. **Committees and Authority:** Committees have the authority to investigate and plan specific objectives within an organization, but they do not have the authority to make final decisions.

Max Weber categorized authority into three main types:

1. **Traditional Authority:** Traditional authority is based on customs, traditions, and historical precedents. It is accepted because it has been the norm for a long time. In this

type of authority, real power often does not exist with the authority figure, but rather, it relies on the respect and adherence of the group to the established customs.

2. **Charismatic Authority:** Charismatic authority is derived from the charisma of a leader. It is accepted because people are inspired by the unique qualities, abilities, or personality of the leader. This type of authority is often not transferable and relies on the leader's extraordinary appeal.

3. **Legal-Rational Authority:** Legal-rational authority is based on rules, regulations, and laws. It is rooted in a formal system of rules and principles. This type of authority is prevalent in modern bureaucracies and organizations. It is based on the legal framework and does not depend on the personal qualities of individuals.

Herbert Simon also identified three basic characteristics of authority:

1. **Authority for Decision Making:** The power to make decisions and provide instructions to subordinates.

2. **Authority for Decision Execution:** The power to enforce decisions and get obedience from subordinates.

3. **Authority for Advice:** The power to provide advice and information to aid decision-makers.

Authority is an essential aspect of organizational structure, and understanding the various types and their application is crucial for effective management and leadership.

Herbert Simon has outlined four fundamental statements (Types of Authority):

1. Authority of Conviction**:**

2. Authority of Uniformity**:**

3. Authority of Influence**:**

4. Legal Rational Authority**:**

10.4   Limits of Authority:

To oversee and define the limits of authority, the following entities and factors play their respective roles:

1. **Legal Oversight:** Legal authorities ensure that decisions are made within the boundaries of the law.

2. **Judicial Oversight:** The judiciary ensures that decisions are just and in compliance with the law.

3. **Public Opinion, Public Transmission, and Influential Class:** These factors influence the exercise of authority.

4. **Bureaucratic Oversight:** Supervision by the bureaucracy ensures that decisions are implemented effectively.

5. **Acceptance by Subordinates:** The acceptance of decisions by subordinates is a crucial aspect.

6. **Granting of Authority's Personality:** The personality of the authority figure matters in decision-making.

7. **Limits of Leadership:** Leadership has its limitations in exercising authority.

8. **Technical Limitations:** Technical constraints can impact decision-making.

9. **Psychological Limitations:** Psychological factors can also limit the exercise of authority.

10. **Physical Limitations:** Physical constraints may affect decision-making.

11. **Financial Limitations:** Financial constraints can influence the exercise of authority.

12. **Environmental Limitations:** Environmental factors may set boundaries for authority.

10.5 Meaning and Definition of Leadership:

Leadership is an essential aspect of organizational management. It forms the foundation for effective efforts within an organization. Individuals holding top positions can improve their administrative functions by effectively exercising leadership through authority, decision-making, cooperation, and supervision, among others. When leaders rely not only on authority but also seek support from their subordinates, they can be more effective in their administrative tasks. Leadership is the power that influences others to follow and can be essential for achieving the objectives of an organization. The success or failure of any organization is often attributed to effective leadership.

In an organizational context, leadership is similar to a thumb in the hand – while all fingers (subordinates or team members) are important, the thumb (leadership) has a unique role. It can directly connect with others and become a strong force when tightly closed within a fist. Successful leadership provides protection to subordinates and supports them. In an organization, the role of a leader is like that of a thumb in the hand – it holds all other fingers (subordinates or team members) in place and makes them stronger together.

Leadership plays a crucial role in determining the success of an organization. The leader is not just someone at the top, but is also a person who can see all around and understands how to

navigate from one situation to another. Leadership is vital in achieving common goals and is essential for organizational effectiveness. Leadership can be defined in various ways:

1. According to Keith Davis, "Leadership is the power to make others happy while achieving goals."

2. George R. Terry defines leadership thus: "Leadership is the action of making people do what they want and getting results according to their desires."

3. Koontz and O'Donnell state, "Leadership is cooperative effort for common goals, allowing people to do their job as per their desires."

4. M. P. Follet believes, "[a] leader is not just someone in a top position in an organization; instead, they are a person who can see from one situation to another and can feel it. They can bridge the gap between different situations."

5. According to Barnard, "Leadership is about how one individual influences the behavior of others in the organization's efforts."

6. Sherwood mentions that "[a] leader completes an organization's efforts."

7. Seckler Hudson states, "Leadership, in large organizations, is about influencing people, empowering them to work together cooperatively for the organization's goals."

10.6   Functions of Leadership:

The responsibilities of leadership in an organizational context, as analyzed by various thinkers and scholars, can be summarized as follows:

Philip Selznick: According to Philip Selznick, leadership in an organization involves the following responsibilities:

1. Defining and establishing organizational objectives.

2. Assisting in the implementation of policies within the organization.

3. Maintaining a separate identity for addressing fundamental organizational issues.

4. Balancing competing interests within the organization.

Hicks and Gullet: Hicks and Gullet highlight the duties of a leader as follows:

1. Articulating the organizational objectives to its members.

2. Playing a decision-making role in resolving conflicts among organization members.

3. Motivating subordinates to be productive.

4. Cultivating an understanding of the organization among subordinates.

5. Mobilizing subordinates to work effectively towards achieving organizational objectives.

6. Identifying and satisfying the needs of subordinates.

7. Providing protection to subordinates during challenging situations.

8. Acting as a symbol of the organization and representing it to others.

Chester Barnard: Chester Barnard emphasizes four key functions of leadership:

1. Determining and defining objectives.

2. Exercising supervision over the means or resources.

3. Managing the administrative aspects.

4. Sustaining coordination and cooperation among individuals or units.

Little Field and Frank Rachel: Little Field and Frank Rachel outline a leader's responsibilities as:

1. Defining objectives.

2. Preparing a plan of action.

3. Ensuring that a good leader always takes several steps to maximize employee participation.

4. Communicating externally.

5. Collaborating with top executives.

6. Collaborating with equivalent position holders.

7. Working with subordinates.

In summary, after examining the thoughts of various thinkers and scholars, the responsibilities of leadership can be categorized as follows:

1. **Initiation:** Instilling a culture of pro-activeness among subordinates.

2. **Representation:** Being an ambassador for the organization.

3. **Administrative Accountability:** Addressing and rectifying organizational issues at all levels.

4. **Interpretation:** Ensuring that misinformation or misunderstandings do not spread among members.

5. Objective Setting

6. Fostering Unity

7. Educating Subordinates

8. Decision-Making

9. Performance Assessment

10. Boosting Moral and Ethical Value

10.7 Characteristics of Leadership:

Leadership is indeed a topic that generates differing opinions among scholars and thinkers. There are contrasting views on whether leaders are born or made. Some believe that leaders are naturally born with certain traits, while others argue that leadership qualities can be developed. Leadership is a complex concept with various attributes, and it can be shaped and influenced through experience and education.

Here are some important leadership qualities and principles:

- Inspiring Commitment:
- Influence on Roles and Attitudes.
- Building Relationships:
- Achieving Common Objectives:
- Dynamic Process:
- Situational Acceptance: Seeking Assistance:
- Power and Leadership
- Cooperation is Essential:
- Clarity and Acceptance of Orders:

10.7   Types of Leadership:

Leadership is divided into different types and characteristics, understanding these various aspects helps in better comprehending leadership diversity. Terry has outlined various types of leadership:

1. **Personal Leadership:** A leader of this type utilizes their personal characteristics and capabilities.
2. **Non-Personal Leadership:** Leadership that doesn't rely on personal attributes alone.
3. **Authoritarian Leadership:** This leader exercises authority and may also give penalties. Subordinates under them consider themselves subordinate, and their trust level in the leader is usually low, which hinders effective leadership.
4. **Democratic Leadership:** This leader works for others and is highly sensitive to the feelings of others.
5. **Paternalistic Leadership:** This leader is paternalistic, which means they provide both direction and caring.
6. **Indigenous Leadership:** Leadership is focused on local and regional aspects.

Chris Argyris categorized leadership into three types:

1. **The Directive Type Leader:** This leader gives instructions and expects obedience. Subordinates see themselves as subordinates and do not consider themselves engaged. Their trust in the leader is low, which hinders effective leadership.

2. **The Permissive Type Leader:** This leader works for others and is highly sensitive to the feelings of others.

3. **The Participative Type Leader:** This leader encourages others to lead and helps others find their own ways of leading. They provide opportunities for subordinates to understand their needs and boundaries. They express themselves freely.

Diho State University Research Board categorized leadership into five types:

1. **The Bureaucrat:** This leader strictly performs assigned tasks and aims to secure their interests, often disrespecting their subordinates.

2. **Autocratic Leader:** This leader is directive and values respect and dignity. Subordinates often become oppositional and express their interests.

3. **Diplomatic:** This leader is opportunistic and seeks to secure their interests in the moment, often mistrusting people.

4. **The Expert:** This leader is associated with their field and provides help and good treatment to their subordinates, who respect and value them. However, they resist change.

5. **The Quater Back:** This leader creates close relationships with their subordinates, even if they are unhappy with higher authorities.

Understanding these various types and characteristics of leadership helps in comprehending the diversity and nuances of leadership.

10.3 Learning Outcomes

At the end of this unit, you should have:

 • gained an insight into the definition and understanding of authority, its types, and the depth of its limitations.

 • understood the definition and concept of leadership, its responsibilities, and the attributes of leadership.

• gained knowledge about the types of leadership and the qualities of effective leadership.

10.4 Glossary

Power: Power is the ability of an individual to influence the actions, beliefs, or behaviors of others.

Delegation of Authority: Delegation of authority refers to the transfer of some authority under specific circumstances and requirements from a higher-ranking individual within an organization to a subordinate. This transfer of authority is known as delegation.

Successor: A successor is a person who, after gaining experience under their superiors, takes over all the authority from them within an organization.

Followers: Followers are individuals who have a significant interest or enthusiasm for a particular person.

Dictator: A dictator is a leader who exercises complete control and authority with absolute power.

10.5 Sample Questions

10.5.1 Objective questions:
1. Where does authority always flow?

    (a) From lower-ranking individuals to higher-ranking individuals

    (b) From higher-ranking individuals to lower-ranking individuals

    (c) Both these

    (d) None of these

2. Who among the following thinkers is associated with the concept of authority?

    (a) Hobbes   (b) Locke   (c) Rousseau   (d) Max Weber

3. How many types of authority did Max Weber propose?

    (a) 2   (b) 3   (c) 4   (d) 5

4. Which of the following is not a type of authority?

    (a) Traditional authority

    (b) Charismatic authority

    (c) Legal authority

    (d) Political authority

5. Whose quote is "Authority is the right and power to make decisions and give orders"?

    (a) Deus   (b) Henry Fayol   (c) Millet   (d) Ellen

10.5.2 Short Answer Questions:

1. Define authority and provide its significance.
2. Explain the different types of authority.
3. Discuss the duties of leadership.
4. Describe the characteristics of leadership.
5. List the qualities of a good leader.

10.5.3 Long Answer Questions:

1. Define authority and discuss its various types.
2. Define leadership, explain its different types, and clarify the responsibilities of a leader within an organization.
3. Define leadership and explain the responsibilities of a leader within an organization.

10.6 Suggested Learning Resources

1. L. D. White, *Introduction to the Study of Public Administration* (New York: Mac Millan, 1926).
2. J. M. Pfiffner and R. V. Presthus, *Public Administration* (New York: Ronald Press, 1965).
3. Rumki Basu, *Public Administration: Concepts and Theories* (New Delhi: Sterling Publications, 2012).
4. Avasthi and Maheshwari, *Public Administration* (New Delhi: Lakshmi Narain Agarwal, 2017)
5. M.P. Sharma and B. L. Sadana, *Public Administration in Theory and Practice* (Allahabad: Kitab Mahal, 2018)
6. Saroj Kumar Jena, *Fundamentals of Public Administration* (New Delhi: Anmol Publications, 2001).
7. E. N. Gladen, *An Introduction to Public Administration* (London: Staples Publication, 1966).
8. S. L. Goel, *Public Administration: Theory and Practice* (New Delhi: Deep and Deep, 2003)
9. Abdul Qayyum, *Nazm-o Nasq-e-Ammah* (Hyderabad: Nisab Publishers, 2018)

Unit - 11: Decision Making

Structure

11.0 Introduction

Decision-making is a common effort of any organization. It is a collective activity in which individuals at all levels of management participate. All issues within an organization become matters of decision-making. Therefore, decision-making is a necessity and a characteristic of human beings. Each individual makes decisions according to their circumstances. The decision-making ability varies among all individuals. Decision-making holds a particular significance in the study of public administration. The administration is actively engaged in decision-making based on certain foundations. Public administration, in one way, relates to decision-making concerning various actions and laws. Some scholars believe that public administration is based on decision-making.

11.1 Objectives

The objectives of this unit are to:

- study the life and contributions of Herbert Simon

- examine the principles of decision-making proposed by Herbert Simon
- understand the various elements of decision-making
- conduct a critical analysis of Simon's contributions

11.2   Herbert Simon's Life and Contributions

Herbert Simon, in addition to being an American visionary administrative thinker, was also a social and political thinker. He introduced a different approach to decision-making. His contributions are always remembered in the field of administration. His services are invaluable in public administration, sociology, management, economics, psychology, mathematics, statistics, and computer science. He argued that public administration is essentially about decision-making, rejecting the distinction between politics and public administration. He emphasized that principles are not something external to public administration but rather are the vocabulary of public administration itself.

His most famous and influential work is the book "*Administrative Behaviour*," published in 1947, for which he was awarded the Nobel Prize in 1978. In this book, Simon presented decision-making theory in a complete and logical manner, extending his decision-making theory to its ultimate conclusion.

Simon's remarkable contributions extend to various fields, including economics, politics, public administration, management, psychology, mathematics, statistics, and computer science. He was an interdisciplinary thinker and is remembered for his ground-breaking work.

Herbert Simon was born in Milwaukee, Wisconsin, in 1916, to a distinguished Jewish family with a background in education and music. His father, Arthur Simon, was an electrical engineer, and his mother was a musician. His parents had immigrated to the United States from Germany in search of employment.

Simon completed his early education in Milwaukee, Wisconsin. He pursued his doctoral degree in political science at the University of Chicago. After obtaining his degree, he worked as a research assistant at the University of Chicago until 1938. During this time, he was also a staff member of the International City Managers Association.

From 1939 to 1942, Simon served as the head of the Bureau of Public Administration at the University of California. It was during this period that he conducted research on administrative decision-making. In 1942, Simon became an assistant professor of political

science at the Illinois Institute of Technology. He rose through the ranks at the university and eventually became a professor. From 1946 to 1949, Simon served as the head of the Department of Political Science at the Illinois Institute of Technology.

In 1949, Simon left Chicago University and moved to Pittsburgh. In 1949, he became a professor of public administration at Carnegie Mellon University, and in 1965, he became a professor of computer science at the same institution. In 1975, he received the A.M. Turing Award for his significant contributions to computer science. In 1968, Simon was awarded the National Medal of Science. In 1993, he received the American Psychological Association's Award for Distinguished Scientific Contribution to Psychology, and in 1994, he received the Distinguished Contribution Award from the Chinese Academy of Sciences. In 1996, Simon was awarded the Duty Award and Gold Medal by the American Society for Public Administration.

Simon was a prolific researcher who delved deep into economics, politics, public administration, management, psychology, mathematics, statistics, and computer science. He was deeply influenced by the works of Max Weber, Chester Barnard's theory of cooperative behaviour in organizations, and Herbert A. Simon's theory of human relations. Simon was a highly accomplished interdisciplinary researcher, and his work is still remembered and respected.

His publications include more than 600 articles and books, with some of his most notable books being *Administrative Behaviour*, *Fundamental Research in Administration*, *Models of Man: Social and Rational*, *Shape of Automation*, and *The New Science of Management Decisions*. Among these, *Administrative Behaviour* stands out as his most famous and influential work, published in 1947. The book's popularity can be gauged by the fact that it has been translated into several languages, including German, Italian, Spanish, Portuguese, Japanese, Turkish, Persian, Dutch, Korean, Swedish, Polish, Finnish, French, and Chinese. Therefore, *Administrative Behaviour* has become synonymous with Simon's name. This book was originally Simon's Ph.D. thesis presented at the University of Chicago in 1942.

Simon passed away on February 9, 2001, in Pittsburgh, Pennsylvania, leaving behind a legacy of profound contributions to the fields of economics, politics, public administration, management, psychology, mathematics, statistics, and computer science.

11.3 Meaning of Decision Making:

The term "decision-making" refers to the process of determining a course of action or choice in one's mind. It is the act of selecting one alternative from multiple alternatives, particularly in specific situations. Herbert Simon is considered a prominent thinker in the field of

decision-making. According to him, decision-making is at the heart of administration. Important administrative duties involve making decisions. Therefore, it is clear that decision-making is a crucial component of administration. Decision-making is an ongoing activity in an organization and it is a matter of making choices in various situations. Simon's view is that decision-making revolves around administration.

There are various definitions of decision-making proposed by different scholars:

- Secler Hudson: Decision-making is a collective and personal activity that involves long and thoughtful consideration, in which the public and the organization participate. However, the ultimate decision is made by top leadership because they are responsible for accepting and responding to the results of such decisions.
- According to the dictionary, decision-making means making up one's mind or imagination about an action or task.
- Barnard: Decision-making is generally a technique to restrict alternatives.
- G.L.S. Shakel: According to Shakel, decision-making is the central point of the mental process of creative thinking, where knowledge, ideas, emotions, and imaginative ideas come together to complete a task.
- Terry: According to Terry, decision-making is the selection of an appropriate alternative from more than two possible alternatives.
- Henry Fayol: Decision-making generally influences appointments and authority.

11.4 Features of Decision Making:

The characteristics of decision-making are as follows:

1. According to Simon, decision-making involves the consideration of interests or compromises because it deals with various alternatives. Before making a decision, the decision-maker selects one or more alternatives that are suitable or in line with their objectives.
2. Decision-making should be based on appropriateness and rationality.
3. The process of decision-making should not be the work of a single individual's mind. It should be a collective mental process involving all individuals working together in an organization.
4. Decision-making should not be related to a single claim or question; rather, it should be based on different claims.

5. An essential objective of decision-making is to achieve the goals of the organization. Every decision has a specific purpose, and decisions cannot be made without an objective.

6. Decision-making should involve an examination or investigation of the available alternatives.

7. Decision-making is a mental process.

8. Decision-making is a complex and challenging process.

9. Decision-making is a continuous process. It is the driving force behind all administrative actions, and administrative activities depend on decision-making.

1 1.5 Elements of Decision Making:

The important elements of decision-making are as follows:

1. Role Perception
2. Outside Pressures
3. Sunk Costs
4. Personality Characteristics
5. Influence of Outside Reference
6. Personal Differences
7. Role of Knowledge
8. Institutional and Personal Factors

11.6 Simon's Theory of Decision Making:

Simon's significance lies in his principles of decision-making. He introduced a theory of decision-making. According to him, decision-making is a crucial process within an organization. In reality, Simon is considered a pioneer and renowned thinker and practitioner of decision-making principles.

He believed that if decisions are not made correctly and in a timely manner within an organization, its goals cannot be achieved, and the organization may face destruction. Therefore, making decisions correctly and on time is essential, and it should be emphasized. Thus, decision-making and its implementation are both crucial.

Simon is widely recognized and respected as a prominent and experienced thinker in decision-making models. His belief was that an organization is established for specific purposes, and any human activity needs a prior intellectual or mental decision. In other words, an action begins with a decision, and where it ends, another decision related to the work is made. If the

decision is that no decision should be made right now, that too is a decision. The organization's actions and reactions are connected to decisions and sub-decisions.

According to Simon, decision-making is central to the functioning of administrative organizations. Simon's view was that the organization carries out specific functions, and for any human activity to be completed naturally or as a matter of course, a mental decision is required. In other words, the action begins with a decision, and where it ends, another decision related to the work is made. Therefore, decision-making is crucial for administrative organizations, and Simon's contributions in this field are significant.

Simon categorized decision-making into three crucial stages:

1. **Intelligence Activity (First Stage):** In this initial stage, information about decision-making opportunities is gathered, and all information related to the issues is collected. It identifies when and where the need for a decision arises. Appropriate internal and external environments for decision-making are also identified in this stage.

2. **Designing Activity (Second Stage):** Simon's second stage involves identifying possible alternatives to resolve issues. The stage includes the identification, development, and analysis of different alternatives. This phase is characterized by thinking about and finding solutions to problems.

3. **Choice Activity (Third Stage):** Simon's third and final stage focuses on selecting one alternative from various possibilities as the best solution. This stage involves making decisions based on the analysis conducted in the previous stages. It emphasizes the scientific verification of the decision.

Simon, further, categorized all administrative decisions into two main types:

1. **Programmed Decision:** Simon considered programmed decisions, also known as routine decisions, to be those related to day-to-day operations and tasks within an organization. These decisions are repetitive and typically follow established procedures or rules. They are ethical decisions and are made according to a formal or systematic system. Programmed decisions are often perceived as straightforward because they are made through established, formalized processes. In administrative organizations, employees are usually trained to handle programmed decisions, such as salary disbursements, accepting requests, or filing reports. Simon believed that programmed decisions often involve the use of traditional techniques like habits, routine reactions, the organization's communication system, internal structures, people's thoughts, and the organization's

fundamental objectives. The utilization of technology like computers is also a modern technique used in programmed decisions.

2. **Non-Programmed Decision:** Simon referred to non-programmed decisions as innovative decisions. These decisions are of a unique nature and are not repetitive. They are classified as non-programmed because there are no pre-established guidelines or procedures to follow. Non-programmed decisions are characterized by their novelty, non-routine nature, and the inability to predict them in advance. They require a higher degree of creativity, patience, and analytical thinking. New tasks and projects in the organization often fall into this category, such as closing a business, relocating a business, etc. Simon emphasized that non-programmed decisions are typically made at higher levels of the organization.

11.7 Rationality in Decision Making:

Simon emphasized rationality in the decision-making process and advocated for it in decision-making. A decision made in this way is called rational. Rational decision-making involves choosing appropriate means to achieve predetermined objectives. According to Simon, decision-making includes choices.

There are three essential characteristics of rational decision-making:

1. Knowledge of the Problem and Alternatives: Rational decision-making requires a clear understanding of the problem and awareness of available alternatives.

2. Knowledge of the Consequences of Each Alternative: Decision-makers should be aware of the potential outcomes of each alternative.

3. Knowledge of the Criterion for Selecting an Alternative: Decision-makers should know the criteria that were established in advance.

Simon believed that all decisions within an organization are based on certain facts and values. He argued that a decision becomes rational when suitable means are employed to achieve predetermined objectives. Rationality in decision-making involves the interplay between means and ends, with lower-level objectives serving as a means to achieve higher-level objectives. This process remains constant within the organization.

Simon paid attention to some key considerations when analyzing means and ends in decision-making:

- The method of achieving objectives is always incomplete and often imperfect.
- The transformation of means into real situations is challenging.

- The utilization of means is subject to variations due to unforeseen factors. If the objectives are well-defined, then the same objective can be achieved in a timely manner.

Simon recognized that decision-making is a complex process, involving interrelated and non-terminating decisions forming a chain. The relationship between means and ends plays a crucial role in achieving organizational objectives. In his view, no administrative decision is completely rational or completely non-rational. Complete rationality is impractical due to the limited knowledge of decision-makers and the uncertainty associated with alternatives. Simon's perspective highlighted bounded rationality, indicating that human decision-making is constrained by limited information, bounded rationality, and a focus on alternatives. He argued that complete rationality is not feasible, as decision-makers are often faced with incomplete information and limited cognitive capacity.

Simon categorized rationality into the following six types:

1. Objectively Rational: A decision is considered objectively rational when it follows a logical path. If it increases certain values in a prescribed way, it is objectively rational.

2. Subjectively Rational: A decision is subjectively rational when it improves the decision-maker's knowledge and is proportional to their knowledge.

3. Consciously Rational: Consciously rational decisions involve adjustments in the means and ends based on conscious thought processes.

4. Deliberately Rational: Deliberately rational decisions involve a deliberate adjustment of compatibility between means and ends.

5. Organizational Rational: Organizational rationality refers to decisions that assist in achieving organizational objectives.

6. Personally Rational: A personally rational decision is one that is individually rational when it aids in the attainment of personal objectives.

11.8 Role of Values and Facts:

Simon emphasized the importance of both facts and values in decision-making. According to him, decision-making is the process of choosing the best alternative. Decision-making is a rational action based on objectives. A decision is a means to achieve a specific goal, and it is not the goal itself. Decisions are context-specific and dynamic in nature, constantly evolving.

Simon clarified that facts and values differentiate between administrative policies and decisions. He argued that facts refer to a statement of a reality, while values involve a preference

towards a particular course of action. According to Simon, decisions are not only based on factual information but also influenced by values. He stressed that decisions are future-oriented and serve as a foundation for action. Simon believed that facts guide towards truth, while values are not based on explicit facts or evidence. Since decisions involve both facts and values, determining whether a decision is rational or irrational can be challenging. However, decisions based on facts can be evaluated as rational or irrational.

Simon's view was that if we want to apply scientific principles to administration, then decisions based on facts should be prioritized, and the influence of values should be minimized. This is because values cannot be completely eliminated. Simon's perspective was that if we want to give administration the status of a science, decisions should be based on facts, reducing the impact of value judgments. However, Simon believed that complete elimination of values is impossible, as values cannot be entirely eradicated.

Simon's notion was that if we want to treat organization and management as sciences, decisions should be based on facts to reduce the influence of values. He believed that this specific approach has only theoretical significance, as it is not practically applicable in decision-making situations. Thus, Simon did not effectively implement his principles in real decision-making situations. Nonetheless, he found his principles valuable in clarifying the decision-making process.

11.9 Decision Making Models:

Herbert Simon, in his classification presented in "Models of Man," elucidated the economic, administrative, and psychological theories. He outlined three important models of decision-making:

1. **Psychological Man Model (Psychological Model):** Also referred to as the social human model, this model advocates that human beings are influenced by their emotions, desires, fate, and whims. In this model, decisions are primarily driven by an individual's wishes rather than rationality.

2. **Economic Man Model (Economic Model):** Simon introduced the economic man model as a representation of complete rationality. In this model, humans are assumed to be perfectly rational, always making decisions that maximize their own interests. Decisions based on this model are entirely rational and objective, focused on achieving the highest possible utility.

3. **Administrative Man Model (Bounded Rationality Model):** The administrative man model, or bounded rationality model, bridges the gap between the economic and psychological models. According to Simon, human decision-makers are neither entirely rational nor purely emotional. Instead, they make decisions within certain cognitive limitations. They aim to find solutions that are satisfactory or "good enough" rather than the optimal ones. This model acknowledges that humans often lack complete information and have limited cognitive resources, leading them to choose alternatives that provide an acceptable level of certainty or satisfaction.

Simon's administrative man-model recognizes that humans operate under real-world constraints and often settle for decisions that are practical given their cognitive limitations. This model accounts for the fact that decision-makers cannot always gather all relevant information or assess every possible alternative comprehensively.

11.10 Critical Appraisal:

Herbert Simon's principles of decision-making have indeed been widely accepted in the field of management, but they have also faced criticism and debate, as you've mentioned. Here are some of the criticisms and counterarguments against Simon's principles:

1. **Lack of Originality:** Critics argue that Simon's principles lack originality and merely repackage traditional theories. They contend that Simon presented existing ideas in a new way rather than introducing groundbreaking concepts.

2. **Neglect of Psychological Factors:** Some scholars argue that Simon's focus on bounded rationality neglects the psychological aspects of decision-making. They believe that human emotions, cognitive biases, and individual differences play a more significant role in decisions than Simon acknowledges.

3. **Simplistic Representation of Decision-Making:** Critics argue that Simon's models oversimplify the decision-making process by categorizing it into discrete stages. Decision-making is often more complex and iterative in practice, involving feedback loops and adjustments.

4. **Oversimplification of Organizational Reality:** Simon's principles may oversimplify the complexities of organizational dynamics. Decision-making in real-world organizations involves multiple stakeholders, power struggles, and political considerations that Simon's models do not fully capture.

5. **Overemphasis on Administrative Perspective:** Some argue that Simon's principles give too much weight to the administrative perspective and may not adequately consider other aspects of decision-making, such as political, cultural, and social factors.

6. **Universal Applicability:** Critics contend that Simon's assumption of universal applicability of administrative models may not hold true across all societies and contexts. Decision-making processes can vary significantly in different cultures and organizational settings.

7. **Sequential Model Critique:** Simon's model of decision-making as a sequential process has been criticized for not reflecting the messy reality of decision-making, where individuals often revisit earlier stages as new information becomes available.

8. **Hierarchy of Decision Steps:** Some argue against Simon's hierarchical view of decision steps, suggesting that the process is more fluid and less structured in practice.

9. **Focus on Procedure Over Outcomes:** Critics argue that Simon's focus on decision procedures sometimes detracts from the importance of decision outcomes. In some cases, achieving the right result may be more critical than adhering to a specific decision-making process.

10. **Overemphasis on Rationality:** Simon's bounded rationality model has been criticized for still assuming a level of rationality in human decision-making. Some argue that humans can be more irrational than the model acknowledges.

11.11 Learning Outcomes

Dear Learners, at the end of this Unit, you should have:

- understood the life and contributions of Herbert Simon
- an idea about the principles of decision-making proposed by Herbert Simon
- learned the various elements of decision-making
- conducted a critical review of Herbert Simon's work

11.12 Glossary

Neoclassical Principles or Human Relations Theory: This concept gained prominence from the 1920s to the 1950s. The theory proposed that employees are not solely driven by rationality due to rules, incentives, and economic benefits. Instead, they are influenced by social needs and behaviour. During the early stages of the Industrial Revolution, there was more emphasis on technology and science. Human behaviour was not given significant attention. However, this theory emphasized human behaviour as a crucial factor.

Human Behavioural Theory: Organizational behavioural theory used psychology, sociology, and anthropology to further the administrative theory, with contributions from scholars like Chris Argyrols, Douglas McGregor, Abraham Maslow, and Chester Barnard.

11.13 Sample Questions

11.13.1 Objective Questions:

1. Who considered public administration as merely an art and a craft?

   (a) Chester Barnard

   (b) L.D. White

   (c) Herbert Simon

   (d) None of the above

2. Who said, "Administration is the heart of every organization"?

   (a) Max Weber

   (b) MacFarland

   (c) Herbert Simon

   (d) None of the above

3. What is Herbert Simon's decision-making model based on?

   (a) Complete Rationality

   (b) Bounded Rationality

   (c) Unlimited Rationality

   (d) None of the above

4. What do decision-makers who operate under bounded rationality base their decisions on in reality?

   (a) Economic Man

   (b) Administrative Man

   (c) Rational Man

   (d) Social Man

5. Who proposed the concept of "satisficing" in decision-making models?

   (a) Peter Drucker

   (b) March

   (c) Herbert Simon

   (d) John Millett

11.13.2 Short Answer Questions:

1. Define decision-making.

2. What does decision-making entail?

3. Describe the characteristics of Simon's Administrative Man model.

4. What do you know about Herbert Simon?

5. What is meant by bounded rationality?

11.13.3 Long Answer Questions:

1. Explain Herbert Simon's contributions and services in the field of public administration.

2. Discuss the significance of rationality in decision-making.

3. Provide a critical assessment of Herbert Simon's decision-making theories

11.14   Suggested Learning Resources

1. Ashutosh Kumar and Manoj Kumar Singh, *Administrative Thinkers*, Anmol Publications, New Delhi, 2010.

2. Ishtiyaq Ahmad, *Azeem Intezami Mufakkareen*, Educational Publications, New Delhi, 2015.

3. Jyanta K. Nanda, *Management Thought*, Sarup and Sons, New Delhi, 2006.

4. M. P. Sharma and B. L. Sadana, *Public Administration in Theory and Practice*, Kitab Mahal, India.

5. P.B. Rathod, *The Galaxy of Administrative Thinkers*, ABD Publisher, Jaipur, 2006.

6. R. K. Sapru, *Administrative Theory and Management Thought*, Prentice Hall of India, New

Delhi, 2006,

7. Rakesh Hooja and Ramesh K. Arora, *Administrative Theories, Approaches, Concepts and Thinkers in Public Administration*, Rawat Publications, Jaipur, 2007.

8. S. L. Goel, *Administrative and Management Thinkers: Relevance in New Millennium*, Deep and Deep Publications, New Delhi, 2008.

9. Shriram Maheshawari, *Administrative Thinkers*, Macmillan, New Delhi, 2003.

Unit - 12: Communication and Motivation

Structure

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12.2 Meaning and Definition of Communication
      12.3 Types of Communication
      12.4 Importance of Communication
      12.5 Elements and Process of Communication
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12.0 Introduction

In this Unit, we will learn about communication and public relations. Communication is as ancient as human civilization itself. From the moment a person is born until their death, they engage in some form of communication. Communication is a crucial part of administration, and it is often referred to as the fundamental principle of administration. Without effective communication, an organization becomes inactive. Due to rapid industrialization, there has been an increase in the scope of organizations, technical complexity, expansion of labour unions, emphasis on human relationships, and social responsibility, which have made the process of communication more complex. While modern technologies like telephones, telegraphs, radios, television, telefax, and the internet have made the transfer of information and messages easier, they are not the only means of communication. Communication's

importance is prevalent at every level of administrative work. Without communication, the concept of human life is unimaginable. Many of the problems in the world today are due to inefficient and ineffective communication systems.

Maintaining public relations while considering the nature and interests of the public is essential for building better public relations. Public relations is needed for any organization or institution to gain the trust of the public. Any organization uses public relations to enhance its reputation and achieve its objectives. Public relations aims to establish trust among the public.

Despite all this, public relations is a means of establishing relationships with people. It involves adopting a better attitude and establishing relationships with people's hearts, which can win people over and strengthen the foundation of the organization and institution. Public relations is a structured and robust communication program that is implemented by the organization and the group benefiting from it.

12.1   Objectives

The objectives of this Unit are to understand:
- the concept, definition, and types of communication.
- the elements and process of communication.
- the characteristics of communication, its means, and barriers to effective communication.
- study the principles of motivation by Abraham Maslow and Douglas Mcgregor.
- understand the different elements of motivation.

12.2   Meaning and Definition of Communication

Communication is the process of transferring thoughts, information, theories, emotions, expressions, and messages between two or more individuals through speech, silence, or non-verbal means, such as gestures and signals. It is a two-way process and not unilateral; it involves both sending and receiving messages. The general meaning of communication is to convey information or a message from one person to another. The term "communication" is synonymous with the Latin word "communis," which means to understand. Thus, communication is the act of

exchanging thoughts, information, discussions, experiences, emotions, and knowledge, among other things, between individuals.

Various thinkers have defined communication in the following ways:

1. According to **Laurance Appleby**, "Communication is the process by which a person expresses their thoughts and reflections in front of others."

2. **Mac Farland** defines communication as "the act of beneficial dialogue between individuals."

3. **Millet** describes communication as "the circulatory system of an administrative organization."

4. According to **Fafner**, "Communication is the heart of administration."

5. **Newman and Summer** define communication as "the mutual exchange of facts, thoughts, opinions, and emotions between two or more individuals."

6. **Ordway Tead** characterizes communication as "the act by which one person transfers their thoughts and emotions to others."

Based on these definitions, it can be concluded that communication is the mutual exchange of facts, thoughts, opinions, emotions, experiences, and sentiments among two or more individuals.

12.3 Types of Communication:

Communications are of different types based on the source and flow:

Communication Based on Sources:

Communication based on sources refers to various means used to transmit information. There are three types of communication based on sources:

1. **Oral Communication:** When information is transferred through speaking and conversation, it is called oral communication. Verbal communication, such as everyday conversations, is the most popular and traditional form of communication. It can be one-way or two-way.

2. **Written Communication:** Written communication involves conveying information in written form to others. Books, newspapers, magazines, written instructions, charts, and other written media are examples of written communication.

3. **Symbolic Communication:** Some forms of communication do not involve language or writing but instead use gestures or symbols. Examples include smiling, raising a finger to indicate something, placing a hand on someone's back for reassurance, nodding, clapping, and other non-verbal cues.

Communication Based on Flow:

1. **Downward Communication:** Downward communication occurs when those in higher positions transmit information or orders to subordinates. This type of communication often flows from the top to the bottom of an organization and is usually authoritative. It can include verbal, written, and symbolic forms of communication.

2. **Upward Communication:** Upward communication involves the flow of conversations from subordinates to those in higher positions. This type of communication is always informative. Upward communication provides superiors with information about what is happening at lower levels of the organization. It typically includes contracts, reports, orders, advice, and more, which are sent from lower-level administrative personnel to higher-level authorities.

3. **Horizontal or Lateral Communication:** Horizontal communication, also known as lateral communication, involves the exchange of information among peers or employees at the same organizational level. It fosters collaboration and mutual understanding among colleagues. In this type of communication, verbal, written, and group work methods are used.

Informal Communication or Grapevine:

Informal or "Grapevine" communication is based on the relationships among employees within an organization. It is often accepted that this type of communication cannot be eliminated or avoided. Examples of informal communication include social groups among friends, clubs, informal department gatherings, and even rumors.

Communication encompasses various means and flows, including oral, written, symbolic, downward, upward, and lateral communication, as well as informal communication within an organization. Each form serves specific purposes and contributes to effective organizational functioning.

12.4 Importance of Communication:

Communication is a fundamental principle of administration and holds significant importance for governments and organizations. Communication is a two-way process, and effective communication is essential for any administration to function efficiently. Without effective communication, the administration's objectives cannot be fully realized.

In modern organizations, the importance of communication can be summarized as follows:

1. **Effective Implementation of Projects:** Effective communication is crucial for the successful execution and implementation of projects. Project planning is a fundamental task for any administration, and its success depends on the efficient communication of plans and strategies.

2. **Creating a Dynamic Work Environment:** Effective communication fosters movement and creates a dynamic work environment within an organization. It ensures that information flows smoothly among employees, departments, and management.

3. **Achieving Organizational Goals:** Communication is essential for achieving the objectives and goals set by an organization. It helps convey the vision and mission of the organization to all stakeholders, aligning efforts toward common goals.

4. **Transmitting Decisions and Authority:** Through communication, decisions and authorities are transferred from one level of the organization to another. This ensures that everyone is aware of their roles and responsibilities.

5. **Promoting Harmony and Coordination:** Communication plays a vital role in promoting harmony and coordination within an organization. It ensures that everyone is on the same page and working together toward shared objectives.

6. **Motivating Employees:** Communication is a powerful tool for motivating employees. Effective communication can boost morale and commitment, leading to higher productivity and job satisfaction.

7. **Strengthening the Administration:** Communication helps strengthen the administration by providing a structured and efficient way to disseminate information, track progress, and evaluate performance.

8. **Correcting Misunderstandings:** Misunderstandings and misinterpretations can arise in any organization. Through communication, these misunderstandings can be addressed and resolved, preventing conflicts and improving working relationships.

12.5 Elements and Process of Communication:

Communication is an ongoing process. Humans are social and political beings, and they rely on communication to express their thoughts and ideas. Communication is not only a necessity for humans but also the foundation of their lives. In society, to establish relationships, humans need to communicate with each other. Therefore, the functioning of human society is

only possible through communication, and it is impossible to conceive of human society without it. Without communication, the construction of any kind of society is not possible.

Communication is not just an act; it is a necessity of life. It is a continuous process, and for communication to occur there must be at least two essential elements: the sender and the receiver. The sender is the one who transmits information, data, thoughts, feelings, etc., to another person. For communication to take place, these key elements must be present. If any of these elements are missing, effective communication cannot happen.

The elements involved in the process of communication are as follows:

1. **Sender (Message Sender):** The sender is the first element in the communication process. Communication begins with the sender, who initiates and presents the message. The sender is the one who wants to transmit information, data, thoughts, feelings, etc., to another person. For example, when a manager wishes to assign a task to their subordinates, they issue instructions.

2. **Encoding:** Encoding is the second step in the communication process. It involves converting the message of the sender into symbols or signs. The sender can express their thoughts in words, images, or gestures. Encoding is necessary because information can only be transmitted through symbols.

3. **Message:** The result of the encoding process is the message. The sender's desires, feelings, or initial message are expressed in the form of words, images, or other symbols. The message can be written or spoken and is created in a way that the receiver can understand.

4. **Medium:** When the sender wants to transmit the message to the receiver, they determine the means through which the message will be conveyed. The medium is the channel through which the message is transferred from one person to another. Various mediums, such as speaking, writing, showing signs, giving orders, group meetings, etc., are available to the sender for effective communication. Choosing the appropriate medium is essential for successful communication.

5. **Decoding:** Decoding occurs when the receiver receives the information and interprets it. The receiver perceives, understands, and comprehends the message.

6. **Message Receiver:** The message receiver is the person to whom the information or message is transferred. It is not necessary for the received information to be transmitted

in the same way as the sender intended; however, the receiver must understand the message.

7. **Feedback:** Feedback is the response provided by the message receiver after receiving and processing the message. It is the receiver's way of acknowledging receipt and understanding of the message. Feedback plays a crucial role in the communication process as it helps the sender know if the message was correctly received and interpreted.

12.6 Sources of Communication:

The different sources or media of communication can be categorized as follows:

1. **Audio Communication:** This category includes communication channels that primarily involve hearing. Audio communication mediums enable the transmission of information through sound. Some examples of the medium of audio communication include:

   o Radio broadcasts
   o Committee meetings
   o Meetings and conferences
   o Seminars
   o Telephone conversations
   o Interviews
   o Personal advice and counseling sessions
   o Face-to-face meetings and discussions

These media rely on the sense of hearing to convey information, making them suitable for spoken or auditory forms of communication.

2. **Visual Communication:** Visual communication media are centered around visual perception. They facilitate the transmission of information through visual elements, such as text, images, or symbols. Examples of visual communication mediums include:

   o Written documents and books
   o Documents and reports
   o Maps and charts
   o Visual presentations and slides
   o Posters and billboards
   o Sculptures and artworks
   o Signage and symbols
   o Newspapers and magazines

Visual communication relies on the sense of sight and is effective for conveying information through text, images, and visual cues.

3. **Audio-Visual Communication:** Audio-visual communication media combine both auditory and visual elements to convey information simultaneously. These media engage both hearing and sight to provide a comprehensive communication experience. Some examples of audio-visual communication media include:

   o Television (TV)
   o Movies and video films
   o Theater and drama performances
   o Multimedia presentations
   o Virtual reality (VR) experiences
   o Webinars and online video conferences
   o Personal appearances and physical demonstrations

Audio-visual communication is particularly effective when information needs to be presented in a dynamic and engaging manner, as it engages multiple senses

12.7 Barriers to Effective Communication:

Barriers to effective communication can include the following:

1. Incomplete Listening Skills:
2. External Factors:
3. Psychological Barriers:
4. Social Factors:
5. Cultural Factors:
6. Language:
7. Individual Linguistic Abilities and Difficult or Inappropriate Words:
8. Technical Failures:
9. Unclear Messages:

12.8 Strategies to Overcome Communication Barriers:

Let us now look at the ways to eliminate barriers to effective communication:

1. **Direct Delivery of Messages:** Whenever possible, messages should be delivered directly to the relevant individuals.

2. **Language Compatibility:** The language of the message should match the mental level of the recipient. Using clear and straightforward language aids in achieving communication goals.

3. **Building Interpersonal Relationships:** Foster better interpersonal relationships among all employees within the organization. Strong interpersonal relationships enhance the effectiveness of communication.

4. **Clarity and Completeness:** Communication should be clear and comprehensive, leaving no room for ambiguity or misunderstanding.

5. **Timeliness:** Communication should be timely and relevant to the current situation or context.

6. **Acceptance of the Message:** The recipient should be receptive to the message being conveyed.

7. **Continuous Engagement:** Communication should be an ongoing process, continuously evolving and adapting to changing circumstances.

8. **Alignment of Purpose:** Both the sender and receiver should have a clear understanding of the purpose of the communication.

9. **Two-Way Communication:** Communication should flow both ways, from the top-down and from the bottom-up within the organization.

12.9 Life and Contributions of Abraham Maslow:

Abraham H. Maslow was born in 1908 in Brooklyn, New York, USA. He hailed from a Russian Jewish family. His parents were not educated, but despite this, they were committed to providing their children with a good education and improving their quality of life according to modern standards.

Maslow's early life was challenging. He was an intellectually curious child but somewhat shy and introverted. He had a fascination with solitude and found solace in books from a young age. He received his early education in Brooklyn.

After completing his initial education in Brooklyn, Maslow pursued a law degree at the City College of New York. However, after completing three semesters, he decided to leave and transferred to the University of Wisconsin. It was there that he decided to change his major to psychology.

Against his parents' wishes, Maslow married his cousin Bertha in a somewhat unconventional move. He continued his education at Brooklyn College, New York, from 1937 to

1951, where he had the opportunity to meet two influential mentors, Alfred Adler and Kurt Lewin, who greatly impacted his thinking. He admired their self-reliance and the way they had achieved their self-actualization based on their abilities and potential.

During his time at Brooklyn College, he published his famous article "A Theory of Human Motivation," which introduced the concept of the hierarchy of needs. In 1951, Maslow left Brooklyn College and became a professor and the department head of psychology at Brandeis University. In 1954, he published his influential book "Motivation and Personality," which further expanded on his theories. He also served as the president of the American Psychological Association.

In 1954, Maslow left Brandeis University and, after a brief period at the University of California, ultimately settled at Laughton University in California, where he continued his work. He passed away on June 8, 1970, during heart surgery.

Maslow's contributions to psychology include his work on the hierarchy of needs and his exploration of human motivation and self-actualization. His research and writings have had a lasting impact on the field of psychology and continue to be studied and respected to this day.

12.10 Principles of Motivation:

According to Maslow, human nature is multifaceted and can be understood from various perspectives. The assessment of human nature is based on individual activities and associated scientific theories. He believed that humans have the potential for self-improvement and self-actualization, a concept that has been known since the time of Sigmund Freud.

Maslow built upon this idea and contributed to the field of social psychology by proposing that human behavior is influenced by human needs and self-actualization. His theory of motivation is based on the principles of the hierarchy of needs, which play a significant role in shaping human behavior.

In Maslow's view, human behavior is driven by a hierarchy of needs, with basic physiological and safety needs at the lower levels and higher-level needs like belongingness, esteem, and self-actualization at the top. The concept of motivation is crucial in his theory. He argued that every person is constantly in a state of motivation, but the degree of motivation varies from one individual to another.

Maslow emphasized that human needs should be organized into a hierarchy, where higher-level needs become motivating only after lower-level needs are satisfied. This theory

implies that people continually strive to fulfill their needs, and once a particular need is met, they move on to the next level of needs.

Maslow also introduced the concept of pre-potency, suggesting that the strongest needs are the ones that dominate and drive behavior until they are satisfied. He believed that the hierarchy of needs could be applied to a wide range of human behaviors and that motivation is influenced by biological, cultural, and situational factors.

12.11 Hierarchy of Needs:

Maslow has presented the principles of categorizing human needs. His hierarchy of needs principles holds a prominent place in the principles of all organizations. According to him, humans have certain needs that they strive to fulfill, and they become associated with an organization or committee to achieve those needs. The relationship between the organization and the individual depends on the fulfillment of human needs. He views human needs as categorized and that every need starts in ascending order. This means that a need is sought after when it is higher in priority, and when one need is satisfied, the desire for another need emerges. In other words, a need is never completely fulfilled.

According to Mazlow, humans have not just one need but these needs are limitless. Psychologists, social scientists, and organizational experts have identified the following five human needs within an organization:

1. **Physical Needs:** These can be considered as vital needs for human survival. They are the most fundamental and include necessities like food, clothing, shelter, water, air, and sexual relationships. Until these basic needs are met, an individual cannot think about any other needs. For example, a hungry person cannot think about anything other than satisfying their hunger.

2. **Security Needs:** After satisfying their physiological needs, humans become aware of their safety and protection. This includes protection from natural disasters, dangers, and the security of employment, property, food, and insurance. Governments and organizations have a responsibility to provide security and safety to individuals.

3. **Social Needs:** Once physiological and security needs are met, individuals seek love, friendship, companionship, and social relationships. They desire to be a part of a group, have friends, and build relationships. These needs become apparent after the fulfillment of the basic needs.

4. **Esteem Needs:** These are higher-order needs related to self-esteem, dignity, recognition, and self-respect. Every individual wants to be respected, admired, and recognized for their work and abilities. They desire to have self-esteem and self-confidence. These needs are categorized into two types: the need for achievement and the need for recognition.

5. **Self-Actualization Needs:** The highest level of needs involves self-actualization, which means realizing one's full potential, personal growth, and self-fulfillment. It involves becoming the best version of oneself and achieving personal goals and aspirations.

These needs are arranged in a hierarchy, with physiological needs being the most fundamental and self-actualization needs being the highest. According to Mazlow, until lower-level needs are met, individuals do not typically focus on fulfilling higher-level needs.

Maslow's theory of Hierarchy of Needs suggests that a person should first fulfill their basic needs before thinking about fulfilling higher-level needs. For example, if a person doesn't have access to food on time, their need for friendship doesn't hold much meaning. Maslow has pointed towards the broad boundaries of needs. A manager should consider that employees' basic needs must be met, along with other secondary needs. Certain needs are not the necessities of a human being, but instead, new needs emerge in their place. Humans are creatures of needs, and their needs are limitless. When one need is fulfilled, other needs emerge in its place.

For an ordinary person, the need for self-identity is a significant expectation. However, an important question arises: what defines self-identity, and what are its characteristics? After conducting various research and studies, Maslow has outlined the characteristics of self-identity as follows:

1. A self-identified person has the ability to differentiate reality from distortion, error, and illusion, to detect dishonesty, cheating, and deceit, to think critically, and to make accurate judgments about ordinary human beings.

2. Such individuals are free from crime, anger, thoughtlessness, and unnecessary shame. Instead of being self-centered, the issue becomes centered.

3. Self-identified individuals engage in introspection and contemplation about their personal lives. They maintain their dignity even in adverse situations.

4. Their lives have clear purposes and objectives.

5. These individuals are rich with hidden, secretive experiences. They love freedom and prefer to remain free. They appreciate democracy, easily distinguish between right and wrong, and are benevolent, compassionate, soft-hearted, sympathetic, and joyful.

6. According to Maslow, such individuals are very rare in society. They are diligent, consistent, and ambitious. For them, motivation is aimed at the development and expression of character.

12.12 Life and Services of Douglas McGregor:

In the realm of management thinking, Douglas McGregor holds a significant position. His ideas have had a lasting influence on the field of management and continue to be remembered for a long time. McGregor introduced two essential theories, Theory X and Theory Y, which are considered the most important in the world of management. He is acknowledged as a visionary thinker who emphasized the principles of motivation and had a profound understanding of managerial attitudes.

Douglas McGregor was born in 1906 in Detroit, USA. He received his initial education in Detroit and later obtained a degree in Mechanical Engineering from the Rensselaer Polytechnic Institute. In 1932, he earned a Bachelor of Arts degree from Wayne State University, followed by a Master of Arts in 1933 and a Ph.D. in Psychology in 1935 from Harvard University. He served as an Assistant Professor of Industrial Management at the Massachusetts Institute of Technology for 11 years. From 1948 to 1954, he was the President of Antioch College, and in 1964, he became a professor at Massachusetts Institute of Technology.

McGregor was highly influenced by Maslow's Hierarchy of Needs and the principles of administration by Henri Fayol. He was also a member of the Human Relations Committee for Management Training and had a knack for familiarizing people with his expertise. In his works, McGregor demonstrated not only his expertise but also his interest in the study of human nature and psychology. In 1964, he presented the Theory X and Theory Y principles of human motivation. Tragically, Douglas McGregor passed away suddenly in 1964 at the age of 58.

Douglas McGregor was a highly regarded researcher. He authored numerous books and articles, some of which include:

- *"The Human Side of Enterprise"*
- *"Leadership and Motivation"*
- *"The Professional Manager"*

His famous book *The Human Side of Enterprise*, published in 1960, is a seminal work in the field of management literature. In this book, he presented two assumptions about human behaviour, known as Theory X and Theory Y. Theory X and Theory Y are based on contrasting beliefs about human behaviour in the workplace. McGregor's theories have significantly

impacted the field of management and continue to be studied and applied in modern organizational settings

12.13 McGregor's Theory X:

Douglas McGregor presented the contrasting theories of "Theory X" and "Theory Y" in his famous book "The Human Side of Enterprise." His Theory X represents a pessimistic view, while Theory Y presents an optimistic perspective. These theories can generally be categorized as traditional and modern theories. To eliminate the drawbacks of Theory X, McGregor introduced Theory Y.

According to Theory X, it is based on the assumption that people working in an organization have no autonomy. They cannot make any decisions or choices, and they merely follow the orders of their superiors. This theory asserts that individuals cannot determine the correctness or incorrectness of any advice or decision-making. They follow the instructions of their employer or the organization they are affiliated with. The principles, rules, and regulations, as well as orders, are followed unquestioningly. Theory X implies that people usually do not want to work, so they must be motivated through fear, coercion, humiliation, or other means. McGregor referred to this as the theory of fear and punishment, the reward theory, the carrot-and-stick approach, or the punishment theory. According to Theory X, it is rooted in the assumption that people are generally unreliable, unpleasant, and averse to responsibility. They lack interest in their work, feel anxious about working, are lazy, and do not accept responsibility. When affiliated with an organization, they are more focused on avoiding extra work and higher productivity. Therefore, it is necessary to instill fear, threats, or other means to get work done.

Theory X suggests that people are generally untrustworthy, reluctant, and afraid to take responsibility. They are typically uninterested in their work, get anxious when they have to work, are lethargic, and do not want to accept their responsibilities. They do not want to perform their duties properly and, when affiliated with an organization, are motivated more by the management's attempts to get more work and higher productivity out of them. Therefore, it is essential to use fear, threats, or other means to compel them to work.

1. In his Theory X, McGregor emphasizes that ordinary people do not take an interest in their work; they are lazy and prefer to do as little work as possible. The lack of interest in their work reflects their negative theory, and he asserts that due to this disinterest, people want to avoid working. Therefore, he insists that if someone does not take an interest in their work and does not perform their duties, they deserve punishment.

2. McGregor's assertion is that, in general, people are not inherently superior, and they do not want to fulfill their responsibilities adequately. They prefer working under the guidance and leadership of others to stay secure. While working in an organization, they want to ensure their safety through loyalty to the organization. They do not desire any change in the current circumstances and are content with the existing conditions.

3. He states that, by nature, humans are selfish and indifferent, so they do not work for the betterment of the organization. Instead, they often speak of their qualifications. Most people lack the ability to work independently, which is why they require guidance and supervision.

4. According to McGregor's Theory X, since people are not interested in their work, they need to be controlled to achieve the organization's goals. When people fail to complete their tasks, they should be coerced into completing them.

5. Despite these negative qualities, humans are still noble and become victims of various organizational issues. Most people lack administrative skills to solve organizational problems, which leads to their distress in the organization, and they cannot easily resolve organizational issues.

6. People are easily influenced; they are not very intelligent and can be easily deceived. Everyone holds their heart dear and can be easily manipulated.

7. Having creative skills is necessary to solve organizational problems, but according to McGregor's Theory X, most people lack these creative abilities. Organizational issues can be resolved through cooperation.

McGregor's theory emphasizes that human beings exhibit a negative, low, and pessimistic orientation. This theory highlights characteristics such as disinterest in one's work, a lack of high motivation, an aversion to responsibility, an overemphasis on supervision, a lack of creative abilities, and an emphasis on physical and safety needs. McClelland's theory asserts that a person is lazy, lethargic, inactive, and unproductive.

It places emphasis on the idea that an individual is against the goals of the organization and organizational change. Organizational objectives are achieved by intimidating them, rewarding them, humiliating them, or punishing them. McClelland's theory emphasizes that lower-level needs, safety needs, and social needs dominate human behavior, and to steer individuals in the right direction, factors other than wealth, wages, or compensation, such as fringe benefits and punishments, play a vital role.

It is evident that Douglas McGregor's theory of Theory X and Theory Y provides insights into the practical wisdom of management. He has acknowledged that understanding human nature and their dynamic thoughts is essential to make administrative actions successful. Rejecting his earlier principles, he presented Theory Y. McGregor realized in changing circumstances that Theory X is not appropriate from a human behavior perspective.

As humans are social beings, they reside in a civilized society, and their needs, education, and adaptation continuously evolve. They anticipate better behavior from the organization's leaders. It is human nature to protest against punishment in a fearful environment. Therefore, McGregor felt that Theory X was not suitable and introduced Theory Y.

12.14 McGregor's Theory Y:

Douglas McGregor replaced the deficiencies of Theory X with Theory Y. His Theory Y is based on a more contemporary and progressive outlook. This theory is grounded in human qualities and a democratic system. According to Theory Y, humans are inherently hopeful and possess creative minds. They desire to work with integrity. Theory Y acknowledges that if individuals are properly motivated, they will enthusiastically engage in creative work.

The key assumptions of Theory Y are as follows:

1. Theory Y emphasizes that work is as crucial to humans as play and rest. Individuals should be provided with favourable conditions for work, so they find it as enjoyable as playing and resting. Thus, McGregor's Theory Y is built on a positive perspective, where people are encouraged to work under conditions that are as fulfilling as other activities.

2. Individuals approach their work with interest and enthusiasm under Theory Y.

3. This theory also stresses that if organizational objectives are to be achieved, individuals need to be self-motivated. McGregor placed importance on self-control, self-mastery, and social experiences. He believed that individuals learn from their experiences, making them unafraid of work and untroubled by responsibility.

4. Theory Y suggests that people will work willingly when provided with suitable conditions. People prefer to manage themselves and work in their own way, solving organizational issues based on their creative abilities.

5. According to McGregor, only positive motivators like mutual concern, trust, rewards, and a flexible organizational structure can induce people to work willingly. People do not respond favorably to fear, punishment, strict control, etc. Instead, they thrive when motivated positively.

6. McGregor believed that humans are naturally motivated and diligent. They are self-directed, take their responsibilities seriously, and possess the competence and motivation to achieve. They do not prefer working under someone else's direction but instead guide themselves. They possess creative minds and are continuous learners. Human beings are both economic and social beings.

7. Theory Y emphasized the development of human resources and supported a democratic system. Thus, it is crucial for organizational leaders to create favorable conditions for individuals to work willingly. People work with enthusiasm when they feel valued and are encouraged to use their creative abilities.

8. The assumptions of this theory benefit both employees and organizations.

9. Humans aspire to achieve organizational objectives and are open to making changes within the organization to reach those objectives.

12.15 Learning Outcomes

After studying this Unit, you should have understood the following:
- communication: its understanding, definition, and types
- elements and processes of communication
- characteristics, media, and barriers to communication
- Abraham Maslow and Douglas Mcgregor's motivation theories
- different elements of motivation

12.16 Glossary

Social Responsibility: This refers to the accountability of public officials, politicians, and service providers towards the public and consumers for their conduct and performance.

Filtering: Filtering refers to the process of passing something through a filter to remove or refine certain elements.

Cultural Behaviour: Cultural behaviour" is the behaviour that is influenced by various factors, including race, class, roles, sexual preferences, and more, within a society or culture.

12.17 Sample Questions

12.17.1 Objective Questions:

1. Who said that "Three-quarters of human life is spent in communication"?

    (a) Fred Luthans

    (b) Neuman and Sumar

    (c) Theoharidis

    (d) Ardeve Tade

2. Which of the following is not an element of communication?

    (a) Message sender

    (b) Message

    (c) Channels

    (d) Receiver

3. Which of the following elements is not involved in the communication process?

    (a) Message sender

    (b) Information media

    (c) Message receiver

    (d) Grapevine

4. Which of the following are considered as communication media?

    (a) Hearing only

    (b) Reading materials only

    (c) Both listening and viewing media

    (d) None of the above

5. Who proposed the principle of hierarchy of needs?

    (a) Chester Barnard

    (b) Abraham Maslow

    (c) Herbert Simon

    (d) Douglas McGregor

12.17.2 Short Answer Questions:

1. What is the definition of communication?

2. List and briefly explain the characteristics of communication.

3. Name and define the means or mediums of communication.

4. What is Gregory's Theory X?

5. Explain the concept of the hierarchy of needs.

12.17.3 Long Answer Questions:

1. Explain Douglas McGregor's Theory X and Theory Y.

2. Define communication, discuss its significance, and explain its various mediums.

3. Describe the barriers to effective communication and provide strategies to overcome them.

12.18   Suggested Learning Resources

1. Avasthi and Maheshwari, Public Administration (New Delhi: Lakshmi Narain Agarwal, 2017)

2. J. M. Pfiffner and R. V. Presthus, *Public Administration* (New York: Ronald Press, 1965).

3. L. D. White, *Introduction to the Study of Public Administration* (New York: Mac Millan, 1926).

4. Rumki Basu, *Public Administration: Concepts and Theories* (New Delhi: Sterling Publications, 2012).

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نمونہ امتحانی پرچہ

نظم و نسق عامہ کا تعارف

Time: 3 hours   وقت: ۳ گھنٹے   Maximum Marks: 70   جملہ نمبرات: ۷۰

ہدایات:

یہ پرچہ تین حصوں پر مشتمل ہے، حصہ اول، حصہ دوم، حصہ سوم۔ ہر جواب کے لیے لفظوں کی تعداد اشارہ ہے۔ تمام حصوں سے سوالوں کا جواب دینا لازمی ہے۔

۱۔ حصہ اول میں 10 لازمی سوالات ہیں جو کہ معروضی سوالات ہیں / خالی جگہ پُر کرنا / مختصر جواب والے سوالات ہیں۔ ہر سوال کا جواب لازمی ہے۔ ہر سوال کے لیے ایک نمبر مختص ہے۔ (1x1=10 Marks10)

۲۔ حصہ دوم میں 8 سوالات ہیں۔ اس میں سے طالب علم کو کوئی 5 سوالوں کے جواب دینے ہیں۔ ہر سوال کا جواب تقریباً دو سو (200) لفظوں پر مشتمل ہونا چاہیے۔ ہر سوال کے لیے 06 نمبرات مختص ہیں۔ (5x6=30 Marks)

۳۔ حصہ سوم میں 5 سوالات ہیں۔ اس میں سے طالب علم کو کوئی 3 سوال کے جواب دینے ہیں۔ ہر سوال کا جواب تقریباً پانچ سو (500) لفظوں پر مشتمل ہونا چاہیے۔ ہر سوال کے لیے 10 نمبر مختص ہیں۔ (1x10=30 Marks3)

حصہ اول

سوال: (1)

(i) نظم و نسق عامہ کی شروعات کب عمل میں آئی؟

(a) 1587   (b) 1687   (c) 1787   (d) 1887

(ii) نظم و نسق عامہ کے ارتقاء کی تاریخ کو کتنے حصوں میں تقسیم کیا گیا ہے؟

(a) تین   (b) چار   (c) پانچ   (d) چھ

(iii) نظم و نسق عامہ اپنے فرائض کے لیے کس کے تحت جوابدہ ہوتا ہے۔

(a) وزیراعظم   (b) صدر جمہوریہ   (c) عوام   (d) ان میں سے کوئی نہیں

(iv) دائرہ نگرانی کے اصول سے کیا مراد ہے؟

(a) ایک ملازم کو صرف ایک اعلیٰ عہدے دارے سے حکم حاصل کرنا چاہیے   (b) ماتحت سے زیادہ اعلاکا کنٹرول یا نگرانی

(c) ایک اعلیٰ عہدے دار کتنے ماتحت کی نگرانی موثر طریقے سے کر سکتا ہے   (d) ان میں سے کوئی نہیں

(v) کسی بھی تنظیم میں مندرجہ ذیل میں سے کس کا تفویض کیا جاتا ہے؟

(a) اختیار   (b) طاقت   (c) جوابدہی   (d) ان میں سے سبھی

(vi) عام طور پر قیادت سے کیا مراد ہے؟

</div>

(a)مشہور ہونا (b)دوسروں سے آگے جانا (c) راستہ دکھانا (d) یہ تمام سبھی

(vii)مندرجہ ذیل میں سے کسے انتظامیہ کا اول اصول تسلیم کیا جاتا ہے؟

(a)مواصلات (b) قیادت (c) فیصلہ سازی (d) ان میں سے کوئی نہیں

(viii)مندرجہ ذیل میں سے سہاری ایجنسی (Staff Agency) کے فرائض نہیں ہے؟

(a) منصوبہ بندی (b) مشاورت (c) ہدایات (d)کسی مقاصد کو حاصل کرنا

(ix)مندرجہ ذیل میں سے کس ملک میں پارلیمانی عملہ ہے؟

(a) امریکہ (b)برازیل (c) انگلینڈ (d) ہندوستان

(x)پارلیمانی حکومت میں حقیقی سربراہ کون ہوتا ہے؟

(a) صدر جمہوریہ (b)وزیر اعظم (c) بادشاہی (d) ان میں تمام سبھی

حصہ دوم

(2) نظم و نسق عامہ کا کیا مطلب ہے اور اس کی تعریف بھی بیان کیجیے۔

(3) نظم و نسق عامہ اور خانگی نظم و نسق عامہ میں فرق بیان کیجیے۔

(4) سیاسیات کا نظم و نسق عامہ سے کیا تعلق ہے؟ واضح کیجیے۔

(5) وحدت کمان سے کیا مراد ہے؟

(6) قیادت کے معنی اور تعریف بیان کیجیے۔

(7) صدر عاملہ کے فرائض بیان کیجیے۔

(8)منصوبہ بندی سے کیا مراد ہے۔

(9)خطی ایجنسی (Line Agency)اور سہاریا ایجنسی (Staff Agency)کی تعریف بیان کیجیے۔

حصہ سوم

(10) نظم و نسق کی تعریف اور اس کی وسعت بیان کیجیے۔

(11) نظم و نسق عامہ اور سماجیات سے تعلقات کی وضاحت کیجیے۔

(12)مواصلات کی انتظامیہ میں کیا اہمیت ہے؟ اس کے اہم عناصر کی وضاحت کیجیے۔

(13)سیاسی عاملہ سے کیا مراد ہے؟ سیاسی عاملہ اور مستقل عاملہ کے تعلقات کی وضاحت کیجیے۔

(14)سہاری ایجنسی سے کیا مراد ہے؟ سہاری ایجنسی اور خطی ایجنسی میں کیا فرق ہے؟ تفصیل سے بیان کیجیے۔