

SOS POLITICAL SCIENCE & PUBLIC ADMINISTRATION
M. A POLITICAL SCIENCE IV SEM
RESEARCH METHODOLOGY (403)

UNIT-IV

TOPIC – THEORY BUILDING IN PUBLIC ADMINISTRATION

Introduction

Theory building in public administration is not an easy task to do, because there are various kinds of public organisations, administrative structures and processes has been developed in the study of public administration. The aim of public administrative theory is to achieve politically legitimated goals by constituency moulded means.

For the success of public administration, public administrators have borrowed various methods, role and theories from the other disciplines like economic, sociology, psychology etc. Theory building in public administration is not only related to develop a theory of administration but also to formulate a set of theories. Administrative theory is basically deals in the various ideas and views of various scholars.

Administrative theory is that theory, which. helps to develop the other theories in the field of public administration. They are administrative management theory, the scientific management approach, the bureaucracy approach, the human relations approach, the behavioural approach, the systems approach, public-policy approach, decision making theory, public choice theory, and in the end it creates new public administration. Administrative theory helps to growth various theories in the field of public administration, which is briefly discussed in the following

Administrative Management:

Theory Administrative management theory is that a science of administration can be developed based on some principles and experience of administrators. It deals primarily with formal organisation structure. The basic aims of this theory are efficiency and economy. It explains briefly in the words

of Henry Fayola, Luther Gallick and Lyondell Urwick . Henry Fayola is considered the father of administrative management theory.

He mainly focus on the development of broad administrative principles which are applicable to general and higher management levels. He defined management in terms of five functions ,Planning, Organizing, Commanding, Coordinating and Controlling. Gullick explains major management techniques by the word **POSDCORB**, which stands for a different techniques such as, Planning, Organizing, Staffing, Directing, Coordinating, Reporting and Budgeting.

The administrative management theory is marked by the four basic features, impersonal, specialization, efficiency, and hierarchy. Although, the exponents of this theory, they often invoked the name of science, but they did not even come close to using established scientific methods. Their principles were actually derived from experience and collections of information.

The Scientific Management Approach:-

The scientific management approach was based on the design and the operation of production processes on the shop level of the organisation. Scientific management refers to the time motion studies. It signing in the United States in twentieth century by contribution of the scientific management school. The key representatives of this school are Lillian Gilberth. F.W. Taylor is considered to be the father of scientific management.

Scientific management theory concern was to improve organisational efficiency and economy for the sake of the creational production. Taylor's belief that economic incentives are strong enough to motivate the worker for the increased production in the organisation.

The major principles of scientific management are:

- It based on standardization of work methods.
- It deals with scientific selection and training of workers.
- It was an open advocacy of an equal division of work and responsibility between management and workers.

- There should be active cooperation and cordial relations between management and workers.

Bureaucratic Approach:

The bureaucratic approach was systematically developed by German sociologist Max Weber in the twentieth century. He was first to describe its characteristics systematically. According to the Weber, bureaucracy is superior to any other form decision, precision, stability, discipline and reliability.

For Max Weber, the national-legal bureaucracy was a prime example of rationalization and its impact on Western socio-economic and political institutions. Weber's explain the characteristics of the bureaucratic forms of organisation is based on Division of Labour, Hierarchy, Rules, Rationality, Inter personality, Rule orientation and Neutrality.

The Human Relations Approach:

The basic of the human relations theory lies in its primary in human beings, psychological motivations and informal group behaviour in the organisation. This theory focuses on management as a web of interpersonal relationships and it is also based on the behaviour of role occupants in an organisation than on the formal structure of the organisation.

This theory came from the Hawthorne experiment which were carried out in the USA by Elton Mayo and his colleagues of the Harvard Business School in the late 20th century. In the first experiment workers operating under a piece-rate system. On the whole, the significance of Hawthorne investigation was in discovering the informal organisation which it is now realized exists in all organisations.

Behavioral Approach:-

Herbert Simon, Douglas McGregor, Abraham Maslow, Kurt Lewin, Chester Barnard, Mary Parker Fillet, Resins Likert and Wane Bennis are some of the foremost behavioural scientists who contributed in the development of the Behavioural approach to organisation. Behavioural scientists explain that an industrial organisation should be considered a social system which has both economic and social dimension. Every member of the organisation is unique to some degree.

Public Policy making:-

The model of public policy making are more concerned with the objective of forming better policies for the state. The public policy maker as a person who does not have the brain, time, and money to fashion truly different policies. Public policy-making organs in India are, Constitution, Parliament, Cabinet, Planning Commission, National Development Council, Judiciary, Civil Services, Press, Political Posters, Pressure and Interest Groups, Professional Associations, and Voluntary Organisations.

In our nation, policy is formulated by the cabinet or minister but it is implemented by the civil servants. Policy-making is done at the Union and State level in India.

New Public Administration:-

New Public Administration was used to describe new philosophical outlook for public administration, which is specially based on efficiency and economy. It began to be said that efficiency is not the soul of public administration.

Man is the focal point of all administration activities who cannot be subjected to the mechanical test of efficiency. New public administration is movement inspired by younger scholars. On the whole, the new public administration has stressed on four important goals relevance, values, equity and change.

Therefore, it is no doubt that, the study of public administration is a systematic body of knowledge which is mainly study of administrative system of the organisation. It goals to improve production and create efficiency of workers. In the public administration, the organisation is based on scientific management which is need for modern welfare state.

Thus, administrative theory really is very useful for the modern state because it is based on the scientific management. It bring change in structure and process of the system of the government organisation. At last it bring a new kind of public administration in the modern state, of which basic aim is managerial orientation.

Evolution of administrative theory

Public administration is an integral part of the society. Its importance is pivotal in both developed and developing countries. Public administration as a specialised academic field deal essentially with the machinery and procedure of government as these are used in the effective performance of government activities. In simple public administration is a combination of theory and Practice. Theory is a body of principles dealing systematically with a subject.

Theory is a concise presentation of facts and a logical set up of assumptions from which empirical laws or principle scan be derives, Its task is to tie significant knowledge together to give a framework. Development of a theory should be in consonance with adoption of scientific approach to analyse and understand particular phenomenon. Public Administration is the action part of government for the fulfilment of the objectives of the political system. The machineries' of government and their functioning have attracted the attention of scholars since the time of recorded history. Koudilya's Artasastra, Aristotle politics, and the Machiavelli's prince are importance contributions to both political and administrative issues and ideas. Administrative theory will help the administrator to conceive proper reasoning and sound arguments. Administrative theory educates the administrators scientifically, as theory is the conceptualisation of experience. Administrative theory is a highly contested terrain of public administration. Theory is a body of generalization, which attempts to make sense of the world. Broadly speaking, validity of any theoretical construct depends on its ability to describe, explain and predict. According to Stephen Bailey's, "the objectives of public administration theory are to draw together the insights of the humanities and validated propositions of the social and behavioural sciences and apply to these insights and propositions to the task of improving the process of government aimed at achieving politically legitimized goals by constitutionally mandated means".

Administrative theories have been developed in United states of America. In 1914 the American political science association published a report which delineated the objectives of the teaching of political science. One of the objectives stated was to " prepares specialists for US governmental positions". Thus public administration

was recognised as a subarea of political science. American universities gave more importance and recognition to this subject. For the development of the subject we are indebted to the USA.

Approaches-

1. Philosophical Approach

It is one of the oldest approaches to study not only the subject of public administration, but other social sciences as well; as it is wide-ranging in its substance. The philosophical approach takes within its purview all aspects of administrative activities. Its goal is to find out and enunciate the principles or 'ideals' underlying these activities. This approach is found in John Locke's 'Treatise on civil Government', Plato's 'Republic', and Thomas Hobbes' 'Leviathan'.

2. Legal Approach

It's a systematically-formulated approach, and traces its ancestry to the European tradition of rooting public administration in law. Public administration was considered a part of law, concentrating on legally-prescribed structure and organization of public authorities and their limitations. It was restricted to study the legal aspect at a time when the functions of the state were very simple and narrow. Sometimes, it may be studied from juristic angle that was very popular in western philosophers and was advocated especially by Frank J. Goodnow. The administrative law is an important branch of public law and is conceived in quite broad terms so as to include the organization and functions of public authorities and with the problem of their correlation, powers and responsibilities. Public administration is considered a part of administrative law and as such is studied in the legal framework. In Pakistan, too, the administrative study was mainly preoccupied with the legal foundations of administrative authority and its procedures and was narrower in its scope than others because law itself was conceived in broad sociological terms whereas in developing countries, it had a narrow juristic connotation.

3. Historical Approach

Historical method is basically the study of public administration of the past within a particular time span. It includes organizing and interpreting the available information in a chronological order so as to best study the administrative institutions.

4. Scientific Approach

Scientific management in public administration seeks to proceed from particular to general through observation and collection of data, its classification and verification thereupon of the hypotheses. In development of effective technique of organization, it provided a great fillip and is still employed for solution of administrative problems.

5. Case Method Approach

This approach began getting popular in 1930s. It's a narration of past happenings of public administration keeping in view all aspects relevant to the issue. This approach remained in vogue but could not become dominant because reliving another's life through case studies can never yield the desired results; however, it exposed certain dimensions of a particular administrative issue. It is still employed in training institutions in Pakistan at various levels to expose the trainees to certain administrative issues that had prevailed at different levels in the past. Essentially historical in nature, the case study method focused to study personal, economic, political or any other influence at the time of decision-making by a practitioner of public administration. Through a number of ways, the trainees are briefed about the events and identifiable factors with the help of documents, files, inquiries, interviews, etc.

6. Institutional & Structural Approach

The followers of this school took policy-administration dichotomy quite seriously. They defined the task of administration as non-political or technical which lay merely in carrying out the will of political authority by neutral means. They directed all their efforts to discover 'principles' of public administration.

The early work of this school is characterized by an empirical and pragmatic approach. Their sole aim was to describe a set of facts, and not to build any theories. Although the study has retained its institutional character, yet the policy-administration dichotomy has been qualified after being found too hasty. More attention is now being given to the normative aspects of public administration and administration is being viewed as an element in political theory and the accepted political Values.

7. Behavioural Approach

This approach examines public administration by studying individual and collective human behaviour in diverse social environments and administrative situations. It brings to bear upon administrative problems an inter-disciplinary approach which includes sociology, individual and social psychology and cultural anthropology. This approach focuses on the study

of administrative problem and their solutions. Robert A. Dahl was among the pioneers of this approach.

The increased attention to the individual and his relationship to the administrative organization in which scientific management approach tended to consider him rather as a thing or a means, without taking into account the various factors that have direct or indirect influence on the individual and its consequences on overall environment. Now attention is being paid to the individual based on realistic approaches like motivation, decision-making process and the nature of the authority.

Administration is studied as a social system with equal focus on rational relationships of the organization, now informal relationships of men in the organization receive equal attention. Similarly the informal means of communication and administrative leadership are found of equal importance in the process.

8. The Consensus Approach

This efficiency-oriented approach coupled with the anti-patronage movement was strengthened by the view that policymaking and policy-implementing are two different things. Policy-determining was considered a field of politics, and policy-implementation, the field of administration. It is now accepted that administration is involved in policy formulation also. It is now wrong to say that policies can be formulated without the advice or assistance of administrative staff. The whole theory of 'delegated legislation' disproved the dichotomy between politics and administration

Important Figures in Public Administration Theory

MAX WEBER THEORY

Max Weber was a German political economist, social scientist, and renowned Philosopher is an important father to the theory of Public Administration and the bureaucratic side of it. He did extensive research studying ancient and modern states to gather a better perspective of bureaucracies in multiple eras for his Magnum Opus Economy and Society published in 1922. That piece of work has contributed countless insight into the Public Administration Theory. Max Weber considered bureaucracy to be the most rational form of administration yet devised by man. In his writing he asserts domination is exerted through administration and that for legal domination to take

WOODROW WILSON THEORY

Woodrow Wilson defined public administration as a detailed and systematic execution of public law, he divided government institutions into two separate sectors, administration and politics. According to him politics is dealt with policy formulation and questions regarding such, whereas administration is equipped with carrying said policies out. In his own words in his early essay, "The Study of Administration" he said "it is getting to be harder to run a constitution than to frame one." Wilson very much so tried to establish a distinction between politics and administration; he saw administration as a field of business which lies outside politics. He thought the theory of public administration existed simply because of technicalities and was around for the behind the scenes business aspect of politics.

Frederick Winslow Taylor

Frederick Taylor was an engineer by profession who saw much of life from a scientific aspect. He is a popular less conservative contributor to the Theory of Public Administration in that he produced his own, very popular, theory of traditional public administration, The Scientific Management Theory. He was concerned with finding the best and most efficient way to complete a task for a particular job, reducing the overall labor a worker had to exert with the least amount of movements. Frederick Taylors work approached motivation with a very authoritative, cold, scientific motivator which weighed heavy over any sort of humane aspect to scientific management. Overall many intricacies in Public Administration such as management, control and accounting are subject to scientific principles and Taylor draws on these to find his own, efficient theory approach to Public Administration Theory