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Analyzed document	Administrative Theory_BA_UG.pdf (D166971283)
Submitted	2023-05-15 11:36:00
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Similarity	21%
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Assam Don Bosco University Administrative Theory
 Administrative Theory

PART - A I. Traditional Theories Nature and Typologies Scientific Management Classical Theory Bureaucratic Theory II. Modern Theories Human Relations Theory Behavioural Theory Systems Theory Contemporary Theories III. Accountability and Control Administrative Corruption: Causes, Consequences, Cures Legislative, Executive and Judicial Control over Administration Popular Control: Role of Media, Interest Groups and Voluntary Organizations Public Hearings: Social Audit IV. New Horizons Post-Modern Perspectives Science and Technology and Public Administration Good Governance New Public Service V. Civil Society and Public Administration Civil Society and People's Participation in Government Public-Private Partnerships Right to Information and Transparency Citizen's Charters PART - B VI. Management Nature and Importance of Management in Administration Development of Management as a Science and Profession Relationship between Organization and Management Functions

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of Management SYLLABI-BOOK MAPPING TABLE Theories of Public Administration Syllabi Mapping in Book Unit 1:

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NOTES Self-Instructional Material 1 INTRODUCTION
Administrative theory refers to

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the combination of history, organizational theory, social theory, political theory and related studies

that is

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focused on the meanings, structures and functions of public service in all its forms.

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often recounts major historical foundations for the study of bureaucracy as well as epistemological issues associated with public service as a profession and as an academic field.

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public management is both the implementation of government policy and also an academic discipline that studies this implementation and prepares civil servants for working in the public service.

These two interrelated fields are an essential study for those who are interested in public service. This book, Theories of Public Administration, examines various issues related to these fields in detail. This book is divided into ten units. It has been designed keeping in mind the self-instruction mode (SIM) format. It follows a simple pattern, wherein each unit of the book begins with the Introduction followed by the Unit Objectives for the topic. The content is then presented in a simple and easy-to-understand manner and is interspersed with Check Your Progress questions to reinforce the student's understanding of the topic. A list of Questions and Exercises is also provided at the end of each unit. The Summary and Key Terms further act as useful tools for students and are meant for effective recapitulation of the text. Traditional Theories NOTES Self-Instructional Material 3 UNIT 1 TRADITIONAL THEORIES Structure 1.0 Introduction 1.1 Unit Objectives 1.2 Nature and Typologies of Administration 1.3 Classical Theory 1.4 Scientific Management 1.5 Bureaucratic Theory 1.6 Summary 1.7 Key Terms 1.8

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Administrative

theories are crucial to the study of public

administration. They reflect the basic approach to the formulation of public policy along with its implementation. Since

administration has been a feature of the human society since a very long time. There are different theories as to how the administration should be carried out. The broad categorization of administrative theories includes traditional and new administrative theories. In this unit, you will learn about the traditional or classical approach to administration. This will include a study of the nature and typologies of administration, the study of classical approach, the scientific theory and the bureaucratic theory of administrative theory. 1.1

UNIT

OBJECTIVES After going through this unit, you will be able to:

x Discuss the nature and typologies of administration

x Explain the classical approach x Examine the scientific and bureaucratic theory 1.2 NATURE AND TYPOLOGIES

OF

ADMINISTRATION The term public administration appears to suggest that there must be non-public or private administration also. Some thinkers believe that all the administration is one and there is no difference between public or private administration. There is

Traditional Theories NOTES 4 Self-Instructional Material

difference of opinion regarding the relationship between public and private administration. There are some thinkers who consider that there is no difference between the two and that the administrative activities and techniques are similar in all the organizations, whether they be

private or public. Urwick, Mary Parker Follet and Henri Fayol subscribe to this view. According to H. Fayol, '

we are no longer confronted with several administrative sciences but

with

one

which can be applied equally well to public and private affairs.'

Similarities

and Differences

between Public and Private Administration

Various thinkers suggest various points of similarities between the two. First, many skills, techniques and procedures adopted in private and public administration are the same, e.g., accounting, office procedure and management, etc. This view holds true because of the fact that there is an occasional inter-change of personnel between the two.

It would not have been possible, had there been difference in the working of the private and public administrative organizations. The public

and private administration show a

number of similarities in practice. We usually say that all those activities which are performed

by the governmental agencies or public agencies from part of public administration while those performed by the private agencies are called

private

administration. There are, however, many activities which are performed both by private and public agencies. For example, business activities were mainly performed by private organizations. But, the Government has taken upon itself many economic and business activities, which hitherto were the preserves of private administration. This has given rise to a new form of organization, namely, a public corporation, which is very much different from the usual departmental form of the organization prevalent in the Government.

This form of organization has become necessary to provide the public administration sufficient flexibility necessary for running business enterprises in developing countries like India. The public sector has come to occupy

a very

important position in the economic organization of the country. The role of public corporations has, therefore, gone up tremendously, giving rise to the phenomenon of adopting the business practices of private organizations in the Government. It has also been

increasingly realized that there are many skills, techniques and procedures, which are common to both public and private administration. For example, accounting, statistics, office management, office procedures, purchases, disposals and stocking and many other activities are common to both public and private administration. There are

four basic elements of similarity between the public and private administration, which are as follows: 1.

The cooperative element:
Public administration is a

cooperative group effort in a public or private setting. In every human organization, be it private or public, the key to successful operations is the effective utilization of human and physical resources. Though the purposes or goals of these organizations may vary but the common factor is the element of cooperation which is present in both. 2.

The large size of organizations: In all the organizations where the number of employees is substantially high, the bureaucratic element is present. As it becomes difficult for one person to look after all the employees, the intermediate levels of supervisions are required. In other words, various levels of hierarchy evolve and the organization grows in complexity. Thus, bureaucracy is another major element of similarity between the two. 3.

Scientific analysis: Scientific analysis involves breaking down each task into its component parts, studying the movement of the workers, the use made of materials and equipment, experimenting with different work methods and procedures and finally adopting those which proved most efficient.

This scientific technique is increasingly used in both public as well as private administration. 4. The human relations approach:

The human relations approach is the main focus of similarity between the two. Though there are certain points of similarity between the public and private administration yet no private organization can ever be exactly same as a public one. The following are some points of differences between the two types of

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administration: x Political direction: The primary distinction between public and private administration lies in the fact that unlike public administration, private administration is not subjected to political direction, save in times of the gravest emergency. The ends it pursues are of its own device. Its objectives generally do not depend upon political decisions. But the administrator under public administration has to carry on the orders which he gets from the political executive with little option of his own. x Profit motive: Public administration is conducted with the motive of service while the motive of private administration is profit-making. If the establishment of a textile mill brings more profit to the capitalist than the establishment of a sugar mill, the former will be preferred by him, however urgent the need of the latter may be. If

private administration is useful to the public, its service to it is a by-product of profit-making.

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In public administration some functions are performed by the state, which are entirely money-consuming functions, for instance, running of a government school or hospital. x Service and cost: In the matter of public administration only such amount of money is raised by taxation which is necessary for the rendering of the service. In other words, there is an intimate relationship between the service rendered and the cost of service charged from the public. A Traditional Theories NOTES 6 Self-Instructional Material government budget is generally a deficit budget, i.e., expenditure exceeding

the

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income. In private administration, income often exceeds expenditure because there is usually an attempt made to extract as much money as possible

through the sale of products or services. x Nature of functions: Public administration is more comprehensive than private administration.

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It deals with the various types of needs of people, for example, in most countries, it maintains railways to facilitate movement of goods and passengers, provides posts and telegraphs to facilitate communication, maintain hospitals and dispensaries to protect public health. In a socialistic state the scope of state activity is still greater since its aim is

to achieve

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greatest happiness of the greatest number. Private administration does not usually cover

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the economic needs of life. Public administration carries out functions, which are vital for the very existence of the people, for instance, defence of the country and maintenance of law and order.

Private administration

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is concerned with less vital functions, e.g., manufacture of cloth, supply of sugar, etc., Besides, public administration monopolizes some of the services. For example,

in India,

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it alone runs railways, manages posts and telegraphs and maintains an army. No private individual can undertake any of these functions. In private administration more than one organization undertakes the same activity, e.g., supply of cloth, plying taxis for hire,

etc. x Public responsibility: Public administration has responsibility to the public.

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In the words of P.H. Appleby, 'Government administration differs from all other administrative work by virtue of its public nature, the way in which it is subject to public scrutiny and outcry.' On the other hand, private administration

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is only responsible about the people indirectly and generally it secures its own ends and not the welfare of its people. x Uniform treatment: Public administration should be consistent in procedure and uniform in dealings with the public. An official

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cannot show favour to some people and disfavour to others. A private

administration, on the other hand need not worry about the

uniformity in treatment. A shopkeeper selling cloth may give cloth on credit, but

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a clerk in a post office will not sell stamps on credit. x Public relation: The public and private administration also differs on the principle of public relations.

In the business world it

is employed to win customers, by window displaying, free samples, design and colour of labels. x

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Efficiency: It is felt that private administration is superior in efficiency to public administration. The glamour for 'a businessman's government' or 'Commercialization of the whole machinery of government'

or privatization of the octroi, electricity production and distribution, etc.,

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shows that the people regard private administration more efficient which

Traditional Theories NOTES Self-Instructional Material 7 enjoys certain advantages, e.g.,

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differential wage payment as incentive to increase production and to attract staff of superior ability from rival firms, etc., over public administration which is marked by red tapism, extravagance, corruption and inefficiency. In a private administration the incentive of more profits impels the individual to devote himself

whole- heartedly in his business. But it does not mean that private administration is always efficient, or public administration is always inefficient.

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If the incentive of cash profits is lacking in public administration then the incentive and desire to make one's own administration successful and win public approval is present there and with this incentive the administrators devote themselves whole-heartedly to achieve the efficiency of the office. x Organization: Though the principle of 'organization' is relevant to both public and private administration, yet it has greater social consequences in the sphere of the former than in the realm of the latter because a defect in the organization in public administration will do more harm to the public than a lacuna in private administration.

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Huxley writes, 'The state lives in a glass house, we see what it tries to do, and all its failures, partial or total, are made the most of. But private enterprise is sheltered under opaque bricks and mortar.' x Monopolistic: In the field of public administration, there is generally a monopoly of government and it does not allow private parties to compete with it. For example,

in most countries

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no person or body of persons can establish post and telegraph, railway, or coin currency for these are the exclusive fields of the government. This is not so in private administration wherein there are several organization competing with each other to supply the same commodity or to meet the same need. Of course, in certain cases, even private concerns may have a monopoly.

x
Officials remain Incognito: In the

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public administration even the most senior officials remain incognito and their identity is not disclosed. This is so because whatever they do, they do in the name of the government and not in their own name. On the contrary, a private administration entrepreneur does things on his own behalf and is well-known in the business circles. In many cases, even business concerns are named after

the names of their proprietors.

x

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<p>Psychological difference: There is also a psychological difference between private and public administration. In the USA, during World War II, the coal mines were placed under governmental control and although no appreciable changes in the administration of the coal mines were made, there came about a change in the psychology of the workers for now they well knew the dangerous consequences of strikes, etc.</p>		

Traditional Theories NOTES 8

Self-Instructional Material

According

to Simon, the distinction between public and private administration relates mainly to three points, which are as follows: 1.

Public administration is bureaucratic whereas private administration is business like. 2.

Public

administration is political whereas private administration is non- political. 3.

Public administration is

characterized by red tape whereas private administration is

free from it.

CHECK YOUR PROGRESS 1. State the objective of public and private administration. 2.

What is the nature of budget in private administration? 1.3 CLASSICAL THEORY

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<p>The classical approach is also known as the functional approach, empirical approach and</p>		

the

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<p>management process approach. The main features of this approach are as follows: x Management is viewed as a systematic network of various functions like planning, organizing, directing, staffing and controlling. x On the basis of experiences of practising managers, management principles are developed and used as guidelines and form the basis for management training. x Functions, principles and skills of management are universal. They can always be applied in any situation. x Formal education and training are emphasized for developing managerial skills in upcoming managers. x Emphasis is placed on economic efficiency and the formal organization structure. x People are motivated by economic gains. Therefore, organization controls economic incentives.</p>		

Advantages of classical approach

The advantages of classical approach are as follows: x

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<p>It focuses on what managers actually do. x It highlights the universal nature of management. x It provides a scientific basis for managerial practice.</p>		

Traditional Theories NOTES Self-Instructional Material 9 x

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<p>It provides starting point for researchers to verify the validity and to improve the applicability of management thought. Disadvantages of classical approach</p>		

The

63%	MATCHING BLOCK 35/350	SA Principles of Management.pdf (D165734071)
<p>disadvantages of classical approach are as follows: x It ignores the environmental changes and their effect on management.</p>		

x

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It relies too much on the past experience. The technique or principle found effective in
the

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past may not be effective in the future. x It is based on oversimplified assumptions. Its principles are ambiguous and contradictory.
x

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It offers a mechanistic framework that undermines the role of
human factors. The classical approach is based on
the following three main pillars: x Bureaucracy x Scientific management x Administrative theory 1.4

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SCIENTIFIC MANAGEMENT The first stage of management identified in the United States was scientific management, which was started by Taylor. But there were some precursors to Taylor who made some significant contributions. James Watt, Jr. and Mathew Rabinson Boulton, who invented and developed the steam engine, were the earliest users of scientific approach to management. They managed the Soho Engineering Foundry in Great Britain and developed
quite a number of

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management systems. They developed the processes of market research and forecasting, planning machine layout and standardization of components. They also developed some important casting systems, training and development programmes, welfare programmes, productivity based payments and so on. Robert Owen was another pioneer of the early nineteenth century. He concentrated on the personnel side and carried out many experiments. He is rightly referred to as the 'Father of Modern Personnel Management'. He improved the working conditions and incurred benefits as he thought that these would improve productivity.

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It was only with the advent of Frederick W. Taylor and his work, The Principles of Scientific Management, published in 1911, that greater attention was paid to scientific management as a separate discipline. Industrial problems increased due to the advent of large-scale factory systems, mass production and mechanization. People needed some specific

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principles and methods for solving the problems they faced. The initial impetus in the scientific management movement was Taylor. He was more concerned with the engineering aspect and the problems of workers and productivity-oriented wages. Then came Henry Fayol, who is known as the 'Father of Modern Operation Management Theory'. He, as a Frenchman, developed management theory and its principles and published his book in French which was translated into English later. Taylor and Fayol both realized that working towards the problems of personnel and its management at all levels is the key to industrial success. Both applied scientific methods to the problems they faced while dealing with personnel and management. Taylor worked primarily on the operative level moving upward in the industrial hierarchy, while Fayol concentrated on the managing director level and worked downwards. This shows us the difference in the working of Taylor and Fayol. Taylor and Fayol gave France a unified management body more than twenty years before the same ideology began to be realized in Great Britain.

Contribution by F.W. Taylor – Scientific Management Scientific management which focuses on production efficiency is primarily attributed to the ideas and works of Fredrick W. Taylor. As you learned above, Taylor is well known for his famous work The Principles of Scientific Management, published in 1911, which became the foundation of the scientific management movement. He criticized the methods of traditional management which were composed of the following elements: x Managerial decisions were made on the basis of intuition, feelings, opinions and traditional past experience, rather than scientific investigation. x Jobs were performed by rule of thumb rather than standard times, methods or motions. x The prevalent practices were assumed to be correct and no efforts were made to introduce new and novel techniques of management or operations. x Training was generally under an apprentice system and no formal techniques for skills and professional development existed. x Management was considered as a group of overall supervisors rather than a group performing unique duties. Taylor was interested in replacing traditional management by scientific management by developing the most scientific and rational principles for handling people, machines, materials and money and to secure maximum benefits for the employers as well as employees. He offered four principles as basis for scientific management. (a) Every job should be broken into its elements and a scientific method to perform each element should be established. Traditional Theories NOTES Self-Instructional Material 11 (b) Workers should be scientifically selected with right attitudes for the job and ability and then properly trained to perform the work. (c) Management should cooperate with the workers

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to ensure that all work is done in accordance with the scientific principles. (

d) The work and responsibilities are to be so divided between management and workers that such work assignments result in interdependence between management and the workers. The management should design the work, set up and supervise the work and the workers are free to perform the work. Scientific management became the accepted management philosophy about the relationship between people and work. It was a complete mental revolution for both management and employees towards their respective duties and towards each other. 1.5 BUREAUCRATIC THEORY Based on the writings of Max Weber (1864-1920), who was a German sociologist, a bureaucratic form of an organization refers to a management approach which is based on a rigid formal organizational structure with set rules and regulations.

Weber looked for rules to eliminate managerial inconsistencies that

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contribute to ineffectiveness. He further believed that every deviation from the formal structure interferes with efficient management. He believed in strict adherence to rules which would make bureaucracy a very efficient form of organization founded on principles of logic, order and legitimate authority. Weber describes it as follows: 'The purely bureaucratic type of administrative organization..... is from a purely technical point of view capable of attaining the highest degree of efficiency... It is superior to any other form in precision, in stability, in the stringency of its discipline and in its reliability. It thus makes possible a particularly high degree of calculability of results for the heads of the organization and for those acting in relation to it. It is finally superior both in intensive efficiency and in the scope of its operations and is formally capable of application to all kinds of administrative tasks'. The

various requirements for an effective and efficient bureaucracy, according to Weber are enlisted as follows: x Division of labour by functional specialization. x A well-defined hierarchy of authority. x

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A system of rules covering the duties and rights of employees.

x Certain obedience to a superior's command, appointments and promotions purely on the basis of merit. x Separation of personal lives from organizational positions.

Traditional Theories NOTES 12 Self-Instructional Material x A system of procedures dealing with work situations. x Implementation of an adequate control system. Bureaucracy, even though necessary for large organizations, has come to be associated with red tape and excessive rules and regulations and hence delay in getting changes done or proposals approved. In the competitive global market of 1990s, organizations are moving towards participative management, team work and employee innovation and creativity.

Contributions by Gilberths

Frank Gilbreth (1868-1924) and Lillian Gilbreth (1878-1972), as husband and wife team, contributed extensively towards scientific management and were primarily responsible for analysis and study of time and motion

of work performance of workers, thus improving upon time and motion elements of operations by eliminating unnecessary motions.

Frank Gilbreth conducted a motion study of bricklayers. He identified eighteen individual motions that a bricklayer used in placing a brick with cement on the wall. By thoroughly studying these motions and changing the task structure, he was able to reduce the eighteen motions to five, which increased the productivity by over 200 per cent. This also promoted the individual worker's welfare in the sense that every motion' that was eliminated reduced fatigue. By using motion picture cameras, they tried to find the most economical motions for each task in order to upgrade performance and reduce fatigue.

In this area of motion study, the Gilbreths identified 18 basic hand motions by breaking down the task into its fundamental elements. They called these motions 'therbligs' ('

Gilbreth' spelled backward, with the 't' and 'h' reversed). These therbligs included such motions as search, select, grasp, hold, position and so on. Lillian Gilbreth emphasized that the scientific study of management should include both analysis and synthesis. Analysis involves breaking down a task into its essential elements and with synthesis, the task is reconstituted to include only those elements that are necessary for efficient work and eliminate the other elements. This would help workers to reach their maximum potential by developing their skills and abilities and by improving efficiency. Bureaucracy refers to a type of office organization that is marked by organized procedure, hierarchical division, allocation of responsibilities as per separate levels and impersonal social relationships. Example: government institutions, armed forces corporations etc. Max Weber, a German social scientist has been one of the most influential personalities popularizing the term 'bureaucracy' in the context of social science and organizational control. The main features of this approach are as follows:

Traditional Theories NOTES Self-Instructional Material 13 x

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Division of work: There is division of work on the basis of specialization of jobs in bureaucratic organizations. Each employee performs his specialized work in a predictable manner. x Rules and regulations: Detailed rules and regulations regarding work behaviour, rights and duties of

employee

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are laid down. Rules are designed to ensure the consistency and predictability in work performance. In addition

to it,

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procedures are laid down for orderly performance of tasks. x Hierarchy of authority: Hierarchy in organizations is characterized by downward delegation of authority. Each superior exercises control over his subordinates. The authority flows from top level to lower level of management.

x Technical competence: The selection and promotion of employees are based on the

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technical competence of employees. For each job, the qualifications are prescribed. Training is also provided to familiarize the employees with the rules and administrative procedures of the organization. x Recordkeeping: Every decision and action is recorded in its original as well as draft form. x Impersonal relations: Superiors are formal in dealings with their subordinates. Advantages of bureaucracy The advantages of

bureaucracy is as follows: x

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Specialization: A bureaucratic organization provides the advantages of specialization because every member is assigned a specialized task to perform.

x

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Structure: A structure of form is created by specifying the duties and responsibilities and reporting relationships within a command hierarchy. Structure sets the pace and framework for the functioning of the organization. x Rationality: A measure of objectivity is ensured by prescribing in advance the criteria for decision making in routine situations. x Predictability:

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rules, regulations, specialization, structure and training impart predictability and thereby ensure stability in the organization. Conformity to rules and roles in the structural framework bring about order to cope with complexity. x Democracy: Emphasis on qualifications and technical competence makes the organization more democratic. Officials are guided by the prescribed rules, policies and practices rather than by patronage or other privileged treatment.

Traditional Theories NOTES 14 Self-Instructional Material Limitations of bureaucracy The limitations of bureaucracy may be understood under the following heads: x

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Rigidity: Rules and regulations in a bureaucracy are often rigid and inflexible. Rigid compliance with rules and regulations discourages initiative and creativity. It may also provide cover to avoid responsibility for failures. x Goal displacement: Rules framed to achieve organizational objectives at each level become an end in themselves. When individuals at lower levels pursue personal objectives, the overall objectives of the organization may be neglected. x Impersonality: A bureaucratic organization stresses mechanical way of doing things. Organizational rules and regulations are given priority over individual needs and emotions. x Compartmentalization of activities: Jobs are divided into categories, which restrict people from performing tasks that they are capable of performing. It also encourages preservation of jobs even when they become redundant. x Paperwork: Bureaucracy involves excessive

paper work

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as every decision must be put into writing. All documents have to be maintained in their draft and original forms. This leads to great wastage of time, stationery and space. x Empire building:

People in bureaucracy

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tend to use their positions and resources to perpetuate self-interests. Every superior tries to increase the number of his subordinates as

if this number

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is considered a symbol of power and prestige. x Red tapism: Bureaucratic procedures involve inordinate delays and frustration in the performance of tasks. Despite its drawbacks, bureaucracy has become an integral feature of modern organizations. It is, therefore, necessary to understand it and to overcome its negative aspects through proper reckoning of individual needs and organizational goals.

Example: A college or university is perhaps the best example of a bureaucratic management or structure. It has very rigid and formal college entrance and registration procedures so that the organization is able to deal with a large number of people in a reasonable and just manner. Although many individuals may dislike them, regulations and standard operating procedures guarantee uniform treatment to a great extent. However, those same rules and procedures, with their time-consuming communication and decision-making processes, tend to bog down organizations.

Traditional Theories NOTES Self-Instructional Material 15 CHECK YOUR PROGRESS 3. State the other names for the classical approach. 4. Who were the early users of the scientific approach to management? 5. Name the philosophers who conducted the motion

study of bricklayers? 1.6

SUMMARY x

The term public administration appears to suggest that there must be non- public or private administration also.

x

Various

thinkers suggest various points of similarities between the two. First, many skills, techniques and procedures adopted in private and public administration are the same, e.g., accounting, office procedure and management, etc.

x

The

public and private administration show a number of similarities in practice. We usually say that all those activities which are performed by the governmental agencies or public agencies from part of public administration while those performed by the private agencies are called private administration.

x

There are

four basic elements of similarity between the public and private administration, which are as follows: cooperative element, large size of organizations, Scientific analysis and human relations approach. x

Though there are certain points of similarity between the

public and private administration yet no private organization can ever be exactly same as a public one. The following are some points of differences between the two types of administration: Political direction, Profit motive, Service and cost, Nature of functions, Public responsibility, Uniform treatment, Public relation, Organization, Psychological difference, etc. x

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The classical approach is also known as the functional approach, empirical approach and

the management process approach. The classical approach is based on the following three main pillars: Bureaucracy, Scientific management and Administrative theory. x

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It was with the advent of Frederick W. Taylor and his work, The Principles of Scientific Management, published in 1911, that greater attention was paid to scientific management as a separate discipline.

x

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Taylor and Fayol both realized that working towards the problems of personnel and its management at all levels is the key to industrial success. Both applied scientific methods to the problems they faced while dealing with personnel and management.

Traditional Theories NOTES 16 Self-Instructional Material x Scientific management which focuses on production efficiency is primarily attributed to the ideas and works of Fredrick W. Taylor. x Taylor was interested in replacing traditional management by scientific management by developing the most scientific and rational principles for handling people, machines, materials and money and to secure maximum benefits for the employers as well as employees. He offered four principles as basis for scientific management. x Based on the writings of Max Weber (1864-1920), who was a German sociologist, a bureaucratic form of an organization refers to a management approach which is based on a rigid formal organizational structure with set rules and regulations. x Bureaucracy refers to a type of office organization that is marked by organized procedure, hierarchical division, allocation of responsibilities as per separate levels and impersonal social relationships. 1.7 KEY TERMS x Scientific analysis: It involves

breaking down each task into its component parts, studying the movement of the workers, the use made of materials and equipment, experimenting

with different work methods and procedures and finally adopting those which proved most efficient.

x Deficit budget: It refers to the type of budget where the expenditure exceeds the income. x Scientific management: It is the management philosophy about the relationship between people and work which focuses on production efficiency. x Bureaucracy: It refers to a type of office organization that is marked by organized procedure, hierarchical division, allocation of responsibilities as per separate levels and impersonal social relationships. 1.8 ANSWERS TO 'CHECK YOUR PROGRESS' QUESTIONS 1.

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W

Public administration is conducted with the motive of service while the motive of private administration is profit-making. 2.

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In private administration, income often exceeds expenditure because there is usually an attempt made to extract as much money as possible

through the sale of products or services. 3.

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The classical approach is also known as the functional approach, empirical approach and

the management process approach.

Traditional Theories NOTES Self-Instructional Material 17 4.

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James Watt, Jr. and Mathew Rabinson Boulton, who invented and developed the steam engine, were the earliest users of scientific approach to management. 5.

Frank Gilbreth conducted a motion study of bricklayers. 1.9 QUESTIONS AND EXERCISES Short-Answer Questions 1. What are the similarities between public and private administration? 2. Write a short note on the evolution of scientific method. 3. What were the components of the traditional management which were critiqued by Fayol? 4. Briefly explain the contributions by Gilberths. 5. What are the various requirements for an effective and efficient bureaucracy, according to Weber? Long-Answer Questions 1. Examine the point of difference between private and public administration. 2. Discuss the features, advantages and disadvantages of the classical approach. 3. Explain the features, advantages and disadvantages of bureaucracy. 1.10 FURTHER READING Bharat Bhushan Gupta. 1975. Problems of Indian Administration. Allahabad: Chugh Publications.

Arora, Ramesh Kumar. 1995. Indian Public Administration: Institution and Issues. New Delhi: New Age International.

Basu, Rumki. 1994. Public Administration: Concept and Theories. New Delhi: Sterling Publishers. Mishra, Sweta and Alka Dhameja.

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Modern Theories NOTES Self-Instructional Material 19 UNIT 2 MODERN THEORIES Structure 2.0 Introduction 2.1 Unit Objectives 2.2

Behavioural Theory 2.2.1 Human Relations Theory 2.3 Systems Theory 2.4 Contemporary Theories 2.5

Summary 2.6 Key Terms 2.7

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Answers to 'Check Your Progress' Questions 2.8 Questions and Exercises 2.9 Further Reading 2.0 INTRODUCTION

In the previous unit, you learnt about the concept of classical theories of administration. In this unit, you will learn about the newer approach to administration. The earlier approaches were more focused on the scientific approach to getting things managed and done. In this unit, you will learn a newer approach to administration in terms of inclusion of a human factor and the study of behavior in administration. You will study about the behavioral theory, humans relations theory, the systems theory and other contemporary theories. 2.1

UNIT

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OBJECTIVES After going through this unit, you will be able to: x Discuss the concept of

behavioural theories x Examine the human relations theory x Explain the systems theory x Describe the contemporary theories 2.2

BEHAVIOURAL THEORY The classical approach to management primarily viewed individuals as mechanisms of production. The emphasis was on Productivity by moving the workers to produce by giving them incentives. Behavioural approach to management is based on the premise that 'those involved in the organization are the prime determinants of organizational and managerial effectiveness.' It moves away from supervisory

Modern Theories NOTES 20 Self-Instructional Material procedures and industrial engineering techniques such as time and motion study and focusses on

increase

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in production and managerial efficiency through an understanding of the people.

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Central to this approach is an increased understanding of the individual worker with emphasis on motivation, needs, interpersonal relationships and group dynamics.

Some of the major contributors to the behavioural aspects of management are: x Mary Parker Follett...Group influences. x Elton Mayo ... Hawthorne experiments and the impact of human motivation on productivity. x Abraham Maslow... Hierarchy of human needs. x Douglas McGregor... Theory X and theory Y. x Chris Argyris... Human and organizational development..

Mary Parker Follett (1868-1933). One of the early proponents of behavioural approach to management, Mary Parker Follett was a social worker who became interested in employment and worker issues. She laid the groundwork for studies in group interaction and group dynamics and believed that instead of preparing and training managers to give orders, they should be trained to work with employees so that together they can attain the organizational goals. She suggested that "power", which is the ability to influence change, should be jointly developed in a cooperative manner, involving employees and managers working together. Her concept of "integration", which is the "harmonious blending of the differences of group members to produce a solution acceptable to all", heralded modern methods of conflict resolution.

Elton Mayo (1880 - 1949).

Elton Mayo, along with F.J. Roethlisberger (1896- 1974), conducted the famous Hawthorne experiments (1924-1932) at the Hawthorne plant of Western Electric Company.

These experiments proved to be a milestone in the development of the Behavioural School of Management. These

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studies were primarily conducted to determine the effect of better physical facilities

and material incentives

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on worker output. These studies showed that better physical environment or increased economic benefits alone were not sufficient motivators in increasing productivity. In effect, the emphasis shifted to psychological and social forces, in addition to economic forces. Mayo discovered that when workers are given special attention by management, the productivity is likely to increase irrespective of actual changes in the working conditions:

The Hawthorne

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experiments suggested that an office or a factory is not only a work place but also a social environment in which the employees interact with each other. This gave rise to the concept of the 'social man', whose interactions with others would determine the quality and quantity of the work produced.

As one writer has pointed out, "No other theory or set of experiments has stimulated more research and controversy nor contributed more to a change in management

Modern Theories NOTES Self-Instructional Material 21

thinking than the Hawthorne studies and the human relations movement they spawned." Even though Hawthorne studies have been criticized because of some major flaws in conducting the study (such as changing several factors at the same time) and some important factors, such as the impact of financial incentives were sometimes ignored in drawing conclusions, they

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were primarily responsible for consideration of non-financial incentives in improving productivity.

Accordingly, it must be understood that in spite of the fact that the

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social environment is an important factor in improving the quality and the output, it does not replace economic benefits, specially for low level

salaried workers.

Abraham Maslow (1908-1970).

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In support of Mayo's contention and findings, Abraham Maslow presented a theory of individual needs. The basic aim of this theory is to increase the organizational effectiveness of its human resources which could be achieved by properly taking care of human needs

of people in the organization. These

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human needs could be physiological or psychological. According to Maslow, these needs fall into a hierarchy. At the bottom of the hierarchy are the lower level needs

which are biological in nature and are necessary for survival. At the upper level are the psychological needs. which are the needs

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for growth and self-fulfilment. In general, the lower level needs must be satisfied before the higher level needs arise.

The human needs, according to hierarchy are: physiological (lowest), safety, social, esteem and self actualization (highest). Maslow's work dramatized to managers that workers have needs beyond the basic requirement of earning a living.

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Being aware of these needs enables a manager to use different methods to motivate workers. This is important and significant because of the complexity of human nature. Different people will react differently to the same situation or their reaction may be similar to different situations. Hence, management must be aware of these differences and act accordingly.

Douglas McGregor (1906-1964).

A professor of industrial management, for most part of his career, at Massachusetts Institute of Technology (MIT), Douglas McGregor contributed to management thought by suggesting two alternative views of management towards employees. He developed the concept of theory X and theory Y, a dichotomy dealing with the possible assumptions that managers make about workers. These assumptions are summarized as follow:

Theory X Assumptions 1.

Most people dislike work and avoid it whenever possible. 2. They need to be directed, controlled and threatened with punishment in order to move them to work and achieve organizational goals. 3.

An average person is lazy, shuns responsibility, prefers "to be directed, has little ambition and is only concerned with his security. 4.

Most people- avoid leading and want to be led.

Modern Theories NOTES 22 Self-Instructional Material

Theory Y Assumptions 1. Work is natural to most people and they enjoy the physical and mental effort involved in working, similar to

rest or play. 2. Commitment to objectives is also a natural state for most individuals. They will exercise self direction and self control in pursuit and achievement of organizational objectives. 3.

The average person

learns, under proper conditions, not only to accept but to seek responsibility. 4.

Commitment to goals and objectives is a function of the rewards available, especially

the rewards of recognition and appreciation. 5. Most people have the capacity for innovation and creativity for solving organizational problems. 6. Many individuals seek leadership rather than the security of being led.

McGregor believed that managers who hold theory X assumptions are likely to treat workers accordingly.

As a result, managers often find that employees respond in ways that reinforce these assumptions. On the other hand, managers who hold theory Y assumptions treat their workers as committed and

responsible persons and give them more latitude in performing their tasks. These managers encourage innovation and creativity, minimize the use of supervision and controls and redesign the work to make it more interesting and satisfying with regard to higher level needs of workers.

They integrate individual goals

with

organizational goals so that with commitment and dedication, both goals are achieved at the same time.

It must be understood, however, that in some situations where workers do require greater controls, Theory X assumptions are more effective in achieving organizational goals.

Chris Argyris. A Yale University professor, Chris Argyris believed that people normally progress from a state of immaturity and dependence to a state of maturity and independence along a continuum. According to him, mature people are active, not passive; independent, not dependent and self-aware and self-controlled. He also believed that most organizational structures inhibit maturity and healthy personality. x Division of labour limits initiative and self-expression. x Chain of command inhibits self control and self-direction and makes individuals passive and dependent on the leader x Unity of direction puts the leader in a position of control which creates problems when employees are unable to express their abilities and innovative skills.

Modern Theories NOTES Self-Instructional Material 23 Argyris believes that organizations can evolve out of the formal structure with managers changing to Theory Y assumptions. In this changed model, organizations are governed by a very different set of values. They: x Give workers access to information so that they can make informed judgements. x Allow workers to be innovative in setting up their own work environments within the general organizational guidelines. x Give employees the freedom but do set up a system for monitoring the results of workers decisions. Argyris concluded that it is in the interest of the organization to give workers more responsibility, and control over their work environment. 2.2.1 Human Relations Theory Human relations management

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takes note of the psychological factors causing a change in the human behaviours in organized groups under a given situation. It is based upon the fact that management involves getting things done through people, and therefore management must be centred on inter-personal relations. This approach has been called the human relations, leadership or behavioural science approach. Exponents of this school of thought seek to apply existing and newly- developed theories, methods and techniques of the relevant social science to the study of intra and inter-personal relations, which varies from personality dynamics to relations of cultures. This school stresses on the people part of management and the understanding aspects. The motivation of the individual and adherents of this school is heavily oriented towards psychology and sociology. The range of thought in this school are: (a) the study of human relations and how managers can understand and use these relations, (b) the role of the manager as a leader and how he should lead others, (c) the study of group dynamics and inter-personal relationships. From the early 1930s and the Hawthorne experiments, a great interest has been generated in the human behaviours school. Human behaviour must be recognized as a key, and it is one of the most important factors in the development of employees. There is agreement on the point that human beings have goals and value for certain needs. We do find people exercising their material instincts, such as valuing job security, striving for organizational and social acceptance and working for monetary rewards, which of course can be used to satisfy several needs. The human behaviour school of thought sometimes goes too far in insisting that the employees of an organization need to be happy for the organization to function effectively. Managers have to take a middle position in their approach to the human behaviour aspects of management. If employees are doing a poor job, managers should ensure that the employees are demoted or disciplined in some manner. Without recognition and reward, employees lack motivation to do a job.

Modern Theories NOTES 24 Self-Instructional Material CHECK YOUR PROGRESS 1. State the premises of the behavioural approach to management. 2. Which experiment came up with the concept of 'social man'? 3. List the range of thought of the human relations school. 2.3

SYSTEMS THEORY The system approach is a sub-approach of the behavioural approach. One of the most significant landmarks in the evolution of organization theory is the development of general systems concept for organizational analysis. The origin of general systems is traced to the thinking of the biologist Von Bertalanffy, in the 1920s. But it was only due to the quest of a number of post World War II scholars for a body of concepts lending unity to studies, undertaken in various disciplines, that the concept of system was developed. In short, general systems theory originated in a movement aimed at the unification of science and scientific analysis. According to this approach in organizational analysis, an organization can be considered a social system to be studied in its totality. In other words, a system is a collection of interrelated parts which receives inputs, acts upon them in an organised or planned manner and thereby produces certain outputs. There is a growing trend to place all types of organizations within the broad framework of general systems theory. A system is seen as an assembly of interdependent parts (sub-systems) who interact among themselves. Interdependence implies that a change in one part influences other parts, ultimately affecting the entire system. Individuals are viewed as the basic unit of organizational systems. All human organizations are open sub-systems engaged in transactions within the larger social system, that is, society. All sub-systems receive inputs in the form of human and material resources from the larger system, while giving out outputs in the form of products, services or rewards to its members as well as to the larger system.

Other features of organizational

sub-systems are; they are adaptive; they affect the larger system as well as are affected by it; they are dynamic in the sense that they undergo continuous change as a result of interaction with other sub-systems within the larger social system.

The chief contribution

to systems analysis in organizational theory

is Herbert Simon. Simon views the organization as a total system, a composite of all the sub- systems which serve to produce the desired output. His basic assumption is

that the elements of organizational structure and function emanate from the characteristics of human problem-solving processes and rational choice. Therefore, the organization is viewed as a system comprising individuals making choices and behaving on the basis of their reactions to their needs and environment.

Modern Theories NOTES Self-Instructional Material 25

The chief value of the systems approach found in the systematic search for significant interactions while evaluating policies or actions of any organization. What systems analysts are set to achieve is to predict the system's movements by interpreting the relationships between its parts. The systems approach is particularly relevant to the study of large public organizations operating in larger social, political and economic environments.

Charles W. Churchman draws attention to five basic considerations in relation to the systems approach to management:

x

The

total objectives of the system and the measures of system's performance x The system's environment acting as a constraint

x

The system's resources that are put to use in performance

x

The system's components and its

goals and activities x The management of the system (the regulating and decision-making aspect) The organization has been conceived by many administrative thinkers as a socio-technical system comprising both the social and technical variables. It is not merely an assembly of buildings, money, machines and processes.

The system consists in the organization of people around various technologies, whose motivation, behaviour and relationships determine both

the quality and quantity of its inputs and outputs.

As Miller and Rice put it, 'Any enterprise may be seen as an open system which has characteristics in common with a biological organism. An open system

exists, and

can exist, only by exchanging materials with its environment. It imports materials, transforms them by means of conversion processes, consumes the products of conversion for internal maintenance, and exports the rest. Directly or indirectly, it exchanges its outputs for further Intake, including

more resources to maintain itself. These import conversion;

export processes are the work the enterprise has to do if it is to live'. The systems approach

to organizational analysis is

now widely used. This approach can take into account more variables and interrelationships while looking at an organizational

problem in the framework of a larger system. Another important dimension is the interaction between a system and its environment.

The underlying assumption of

the systems approach is that there is a continuous mutual interaction between the system and its environment. This conceptualization was to

eventually become the precursor of

the ecological approach to organizational study.

Systems Approach in Public Administration Webster defines

a system as, 'a set or arrangement of things so related or connected as to form a unity or organic whole'. A system is thus a unified whole having a

Modern Theories NOTES 26 Self-Instructional Material

number of interdependent parts or sub-systems

and it has identifiable boundaries that distinguish it from its surrounding environment in which it is embedded, and with which it interacts. Systems are often characterized as closed or open.

Biological and social systems are open systems in the sense that they are in constant interaction with their environment. By contrast, physical and mechanical systems are closed in relation to their environment. The concept of boundary is important in understanding

the domain of a system. Physical and mechanical systems have easily identifiable boundaries. But the boundaries of social

organizations have to be understood from their activities and functions in real life situations. Closed systems have the general

tendency toward entropy and disorganization; open systems, on the other hand, have the tendency

to develop through greater internal differentiation and move toward higher levels of organization. Most social systems

fall in this latter category. They grow through internal elaboration of their organizations and tend to develop more and more

specializations leading to increasing organizational complexity. The systems approach treats an organization as an example of a

system, i.e., a set of interdependent parts forming a whole with the objective of fulfilling some definable function. A business

organization is essentially regarded as a decision-making system, and the organization is treated as being built up from an

analysis of information requirements and communications networks. It thus, treats the process of decision-making as basic to the determination of objectives and policies. The methodology of the systems approach

thus consists of the following steps:

x

Specifying objectives x Establishing sub-systems (main decision areas) x Analyzing these decision areas and their information needs x

Designing the communication channels to facilitate information flow within the organization

x

Grouping decision areas to minimize communication problems. In practice

the approach illustrates the importance

of organization of information, the advantages of project rather than functional division and the need to centrally concentrate the

information network The contemporary approach to the theory of organizations is to abandon the idea of treating organizations as

mere passive instruments operating in response to external pressures. Organizations are regarded as semi-autonomous systems

which develop their own internal goals, e.g., Simon refers to their, performance objectives and conservation objectives, latter relating to the organization's desire to survive. Argyris defines, an organization as an organic inter-relation of parts which has essentially their

activities, namely:

Modern Theories NOTES Self-Instructional Material 27 x Achieving particular objectives x

Maintaining itself internally x Adapting to the internal environment The systems approach is particularly relevant to the study of complex public organizations that have elaborate structures and that are embedded in larger social, political and economic environments. According to the open system perspective, an organization survives and grows by drawing inputs from the environment which are processed internally to produce its output. It is through this input-conversion- output processes that an organization lives and develops. The systems thinking helps us to have a total view of the organization including its different parts and their interrelationships. The systems view of organization was latent in the writings of Mary Parker Follett and Chester Barnard. Herbert Simon's decision-making scheme follows the systems approach which was further elaborated by him and his associates later. Philip Selznick has used the systems framework in his studies of governmental and other complex organizations. To quote Selznick: " Cooperative systems are constituted of individuals interacting as wholes in relation to a formal system of coordination. The concrete structure is therefore a resultant of the reciprocal influences of the formal and informal aspects of organization. Furthermore, this structure is itself a totality, an adaptive organism reacting to influences upon it from an external environment." The Tavistock Institute of Human Relations in England

has produced a number of researches based on systems framework. The organization has been conceived as a socio-technical system comprising both the social and technical variables. As Miller and Rice put it: "

Any enterprise may be seen as an open system which has characteristics in common a biological organism. An open with system exists, that

can only exist, by exchanging materials with its environment. It imports materials, transforms them by means of conversion processes, consumes some of the products of conversion for internal maintenance, and exports the rest. Directly or indirectly, it exchanges its outputs for further intakes, including further resources to maintain itself. These import-con version-export processes are the work the enterprise has to do if it is to live." The systems approach is

now being widely used in organizational analysis. It has proved to be a very useful tool for the conceptualization of the organization and its internal and external relationships. Also, it has facilitated the contingency or situational view of organizations which marks a radical departure from the traditional approach that emphasized generally the, one best way of structuring organizations. Under the influence of systems theory, the current view in organizational analysis is that the structure can vary from situation to situation depending on such factors as their environmental conditions and technology.

Modern Theories NOTES 28 Self-Instructional Material CHECK YOUR PROGRESS 4. How did the general systems theory originate? 5.

How does the systems approach treats an organization? 2.4 CONTEMPORARY THEORIES

Periods of turbulence and instability in history often produce new

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SA

DSC 4 (Block 1) Public Administration-Concepts ... (D165316454)

waves of thought that seek to challenge the traditional contents of academic disciplines and

therefore, impart to them a new direction. Since 1968, the evolving discipline of public administration came to be enriched by the emergence of what came to be known as the New public administration. The term came to stay with publication, in 1971, of
Toward

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DSC 4 (Block 1) Public Administration-Concepts ... (D165316454)

a New public administration: Minnowbrook Perspective, edited by Frank Marini. This work was

largely based on the Minnowbrook conference held in 1968 and New public administration cannot be fully understood except in terms of that academic get-together. Some of the salient features of New public administration were:

x

It was anti-positivist in more than one sense. It rejected

61%

MATCHING BLOCK 80/350

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DSC 4 (Block 1) Public Administration-Concepts ... (D165316454)

a definition of public administration as value-free x It rejected a rationalist and determinative view of

mankind

x It also rejected the politics administration dichotomy

x

It was anti-bureaucratic and anti-hierarchical x It was anti-mechanistic in its approach to organization problems, rejecting the over-emphasis on the machine and the system New public administration therefore, was marked by the above anti-goals. It displayed an intense concern for relevant societal problems. It stressed on

ethics and values, innovation and social equality. It laid great emphasis on human relations, a creative approach to administration and social change.

It was, therefore felt that to achieve the desired objectives, New public administration must have the following characteristics: x Increasing orientation towards changing reality x Influence policies that can improve the quality of working life, as well as have competence to implement such policies

x
More oriented towards measuring the impact of laws on citizens rather than resting content with their mechanical application x More normative and less neutral The basic elements of New public administration, as described in the report of a Delphi exercise conducted in 1972–73 by Emanuel Wald at the Maxwell
Modern Theories NOTES Self-Instructional Material 29
Graduate School of Citizenship and Public Affairs, Syracuse University, New York, were: x A softened normative approach x Movement towards social technology x Policy orientation
x
Synchronization (that is, revising the traditional breakdown of administrative activity into distinct functional component POSDCoRB)
The major landmarks in
the growth and emergence of
new public administration were: x

58%

MATCHING BLOCK 81/350

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Honey Report on Higher Education for Public Services, 1967 x Conference: Theory and Practice of Public administration, 1967 x The Minnowbrook Conference, 1968 x Publication of Toward a New public administration;

x
The Minnowbrook Perspective, edited by Frank Marini, 1971
x
Publication of
Public administration in a
Time of Turbulence edited by Dwight Waldo, 1971
Honey Report on

87%

MATCHING BLOCK 82/350

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DSC 4 (Block 1) Public Administration-Concepts ... (D165316454)

Higher Education for Public Services (1967) In 1966, an affiliate of the American Society for Public administration asked John C. Honey of the Syracuse University to undertake an evaluative study of Public administration as a field of study in the US universities.

The Honey Report, submitted in 1967,
is
significant in the sense that it disclosed the true state of health of the discipline
of
Public
administration. It sought to broaden the subject's scope by making it continuous with the total governmental process (executive, legislative and
judicial). It identified four problems confronting it and suggested immediate action on them:
x
Insufficient resources at disposal of the discipline (students, faculty and research funds) x Intellectual argument

55%

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DSC 4 (Block 1) Public Administration-Concepts ... (D165316454)

over the status of the discipline: Is it a discipline, a science or profession x Institutional weakness (inadequacy of public administration departments) x Gap between scholars of public administration and

the practising administrators The Honey Report made the following eleven recommendations: x The establishment of a National Commissions Public Service Education to exert broad leadership in meeting the needs of governments for educated manpower x A substantial fellowship programme (perhaps initially 2 yrs), 5 yrs for post-graduate students who are preparing for public service at the
Modern Theories NOTES 30 Self-Instructional Material
master's and doctoral levels and also including preparation for professional degrees x Internship programmes to operate at Federal, State, and local levels for
post-graduate students and advanced undergraduates preparing for public service careers
x
A special fellowship programme for those planning to become teachers in schools and programmes of public administration and public affairs x A programme to provide opportunities for practical governmental experience to university faculty engaged in public affairs teaching and research x A programme of assistance to universities for public affairs, curricular experimentation and development
x

Support for university personnel engaged in research on governmental and public affairs issues x Support from Federal, State, and local governments, as well as from private industry, for the provision of facilities to schools and programmes of public administration and public affairs

x

The establishment of an advisory service for new public affairs programmes and the development of personnel rosters to provide current information on experienced graduates of schools of public administration and public affairs x It recommended that a study of the universities and education for public service be undertaken, the purposes to show how various types of institutions now approach their public service, educational and other tasks and to identify stimulative and innovative developments as well as deficiencies and problems x The second major and closely associated research proposal was for a study of the professions, professional education and the public service

90%

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DSC 4 (Block 1) Public Administration-Concepts ... (D165316454)

The Honey Report aroused interest as well as controversy in the

United States. What it said was important but what it did not say carried even greater meaning. It, for instance, said nothing about Public administration's role in a strife torn tumultuous society of the period. Did the discipline have nothing say about the current social problems? The Report induced many scholars to think deeply about its place and role in the society and thus it, in a way,

85%

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DSC 4 (Block 1) Public Administration-Concepts ... (D165316454)

acted as a catalyst in encouraging discussion on its adequacy in solving societal problems.

Conference on

the Theory and Practice of Public Administration (1967) Believing that, there have been some rapid developments in the field and that a new synthesis or selective appraisal would be currently useful to

the American Academy of Political and Social Science

conference was organized in Philadelphia in December 1967 to discuss the topic—The Theory and Practice of Public

Modern Theories NOTES Self-Instructional Material 31

administration; Scope, Objectives, and Methods.

James C. Charlesworth, Chairman of the conference, thus described the feelings of the participants: The participants in this meeting evinced a mood to make a bold and synoptic approach to the discipline of Public administration and sought to measure the importance of Public administration in a broad philosophic context and to consider whether it is an adornment of the mind as well as a practical instrument of government. Varied were the views expressed by the participants.

Public administration

was viewed as an academic discipline, as a field

excise, and

as a profession.

Some defined Public administration as ministration in

the public interest while others made it coterminous

with Governmental Administration. There was no agreed definition of public administration

but there emerged a broad consensus on the following points:

x It is just as difficult to delineate the scope of Public administration as it is to define it.

x

Public administration agencies make policy and the policy administration dichotomy is erroneous. x

American public administration as a discipline should deal restrictively with public administration in America.

x

Bureaucracy should be studied functionally as well as structurally. x Public administration and Business administration training should not be combined since they are similar only in unimportant aspects. x Public administration as a profession should remain separate from the profession and discipline of political science. x Normative administrative theory as well as descriptive analytic theory in Public administration is in a state of

disarray.

x

A hierarchical/pyramidal view of organizational authority is no longer appropriate administrators must view workers

as co-

ordinates rather than sub-ordinates. The executive is not so much on top as he is in the center, being affected

by sub-ordinates who surround him. x

Policy and political considerations are replacing management ability as the major focus of

concern in Public administration. Computerised information is not good simply because it is computerised. Nor does PPBS provide reliable political answers. Quantification and cost analysis cover only a small part of the total factors in a decision.

x

Administrators of the

future should be trained in professional schools— public administration curricula should emphasize not only administrative

organization and procedures but also the psychological, financial, sociological, and anthropological envelopment of the subject. x

Public administration has not been able to deal with societal problems.

Public administration

theory, has not caught up with emerging problems,

Modern Theories NOTES 32 Self-Instructional Material

like the huge military, industrial complex, riots, labour unions and strikes, public school conflicts, slums, the impingement of science, and developing countries. x Public administration is a discipline but it cannot employ all the methodologies of the contemporary social science.

While parts of Public administration are capable of using scientific methods, other important parts of the discipline are not amenable to scientific treatment.

In the words of Charlesworth: 'We can be scientific, if we severely limit the scope of our discipline, but if we did, would we not excise its most valuable parts? And we are scientific in some corners, our subject is heavy with values and prescriptions, we can never be scientific'. It is significant that some

at least

of these views found full throated expression in the Minnowbrook conference, and thus viewed, the Philadelphia conference could be credited with being a precursor the Minnowbrook event. The Minnowbrook Conference (1968) The genesis of the Minnowbrook Conference lay in two factors.

First, the 1960s was a turbulent period besieged by numerous societal problems, but

Public administration showed no signs of

being aware them, much less being serious to solve them. This was

well highlighted

by Waldo's article on Public administration in a Time of Revolutions, published in Public administration review in 1968. Secondly, there was a need to hear young scholars and practitioners the

discipline as Public administration was facing a kind of generation gap.

The Philadelphia conference, it may be noted, was attended participants who were above the age of 35

years and the majority whom being even in their fifties and sixties. Where were the

scholars and practitioners who were in their 30s? The younger age group was invited to the Minnowbrook conference.

The Minnowbrook conference was the youth conference on public administration and it was this

academic get-together which gave rise to what has to be known as New

public administration.

The keynote of New public administration is an intense sensitivity to and

92%

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concern for the societal problems of the day. Its parameters are relevance, post- positivism, morals, ethics, and values, innovation,

concern for clients, social equality, etc.,

The proponents

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DSC 4 (Block 1) Public Administration-Concepts ... (D165316454)

of New public administration express their dissatisfaction with the state of the discipline of Public administration

and

want it to be alive to problems

presented by the

turbulent times. The advocacy for a post positive approach emphasized

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DSC 4 (Block 1) Public Administration-Concepts ... (D165316454)

the need to abandon value-free and value-neutral research

and instead to cultivate an approach emphasizing social equity. Social equity means that public administrators should become champions of the under privileged sections of the society. This implies that they must become active agents of change and non-believers in status quo.

New forms of organization need to be carved out to suit the fast changing

Modern Theories NOTES Self-Instructional Material 33

environment. Emphasis is placed on cultivation of client-loyalty and programme- loyalty.

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DSC 4 (Block 1) Public Administration-Concepts ... (D165316454)

The Minnowbrook conference may rightly be credited with the honour of having produced the first coherent grammar of New public administration.

It was this Conference which expressed, very loudly, and clearly the dissatisfaction with the state of the discipline.

It was the first one which sought to give a new image to Public administration—a subject actively concerned with the problems of the society and full of reformist intentions. The

field of public administration has been rife with debate about the New public management, or New Public Management, as it is called.

This has been like a reform agenda that ushered in globally in the last two decades, and is the outcome of several changes embedded in the social as well as political context in the Western democracies.

Interpretations of the emergence of New Public Management are split, the champions of the movement present it as a new administrative paradigm that departs sharply from past thinking and practice, whereas Sceptic argue that, it has evolved incrementally from the past administrative traditions.

The current reform agenda in public administration can be traced to several worldwide trends. First, and perhaps, most significant, the social political and economic dialogue in industrialized countries underwent a rightward shift during the late 1970s and early 1980s, as political leaders recognized the unsustainable nature of comprehensive, centralized systems of public service delivery. Leaders in Europe, Asia and North America started to examine

more cost-efficient, effective ways of providing public services including public welfare, transportation health care and others. The fiscal challenges brought on by the changing nature of the global economy prompted scholars and practitioners to explore new ways of thinking about public administration. The major driving factors have been the consequences of the overloaded Welfare State and the resultant costs arising out of it that prompted the taxpayers to question the rationale of the public sector. The resulting dissatisfaction with the Welfare State led to the New Right Economics that formed, the ideological basis for change. Therefore, by the early 1990s, many public managers around the world, using slogans like reinvention and New Public Management,

embarked on a journey to restructure

bureaucratic agencies, streamline agency processes and decentralize policy decision-making. The pro-market ideology that had reigned supreme since the 1980s, argued that the government is less efficient than markets in providing services to individuals.

The New Political Economy (NPE) of development is based on the market emphasis on the following: x Downsizing of the State x Deregulation and withdrawal

x

Privatization of

not only commercial entities but also institutions providing public good and merit goods

Modern Theories NOTES 34 Self-Instructional Material x Progressive taxation x

Involvement of other non-profit organization is social welfare The set of reforms referred to by some as first generation reforms aimed at introducing managerialism

in the public sector. The proponents of New Public Management argue that, it has brought benefits of cost efficiency and service effectiveness to public and non-profit management,

and it has

helped to address fundamental weakness in the management and in the system of accountability and control in public services.

Essentially speaking, it would be ideal here to understand as to what are the major emerging concerns of New Public Management and how it all began. Everyone understands that both Management and Public administration are applied sciences, and it has been universally accepted

that most maxims, principles, guidelines and dictums of efficiency, economy and effectiveness have emanated from the writings of the Management thinkers and they are adopted and adapted

by the scholars of Public administration

in their distinctive intellectual ambience. Currently there seem to exist only one paradigm in the discipline of Public administration and it is perhaps New public management. This paradigm of New Public Management emerged on the heels of the movements of Re-inventing government (1992) is how the entrepreneurial spirit is transforming the public sector. When we closely examine this sub-title of book by David Osborne and good governance (1992). The sub-title of the book, Re-inventing Government by Ted Gaebler, it is evident that both these scholars were describing, what was already evident on the administrative scene. Hence, they were not essentially prescriptive but, primarily descriptive while highlighting the presence of entrepreneurial governments.

Truly, the movement of managerializing the government had started even before this monumental volume was published. Writings of these and other scholars

had already appeared in 1980s (and even earlier) which highlighted the need for adopting in an effective manner sound management practices in government systems. One is reminded of what was happening about nine decades ago when Taft Committee was appointed to transplant Taylorism into the government system. Little wonder, certain scholars have branded New Public Management as Neo-Taylorism. Even if we avoid a debate on, Neologism like Neo-Taylorism, it must be contended that public administrative organizations have liberally borrowed, models and modes from its more vibrant sister discipline, Management. A historical perspective would reveal

that bureaucracies throughout the world have rarely responded effectively to environmental challenges

on their own. They have generally lagged behind

the times. In 1968 itself, when Dwight Waldo was organizing the first Minnowbrook Conference, Peter Drucker had come out with his perceptive volume, The Age of Discontinuity which made a prescient analysis of the incompetence of bureaucratic government.

One can even see this

Modern Theories NOTES Self-Instructional Material 35

exasperation with strait jacketed bureaucratic system

in the writings of Harold Laski, Warren Bennis, Robert Reich, Tom Peters and Alvin Toffler

and others, And it is ironical that remedies to bureaucratic ailments have been offered more by scholars of Management than by the wise men of Public administration. But what goes to the credit of Public administration scholars is their alacrity and competence to imbibe and incorporate the pertinent and the precious from any other discipline and mould it as per their own intrinsic agenda and ambience.

New public management is only one such manifestation of this resilience of Public administration. The OECD (Organization for Economic Cooperation and Development)

believes that through New Public Management, public sector is being made more managerial; the introduction of a more contractual, participative and discretionary style of relationship between levels of hierarchy, between control agency and operating units, and between producing unit, be they public or private. Further,

the OECD avers that most countries are following two broad avenues to improve production and delivery of goods in services

in public organizations. These two avenues are: 1.

Raise the production performance of public organization

to improve the management of human resources including staff, development, recruitment of qualified talent and pay-for-performance; involve staff more

in decision-making and management; relax administrative controls while imposing strict performance targets; use information technology; improve feedback from clients and stress service quality; bring supply and demand decisions

together (e.g., through charging users). 2.

Make

greater use of the private sector to promote a dependable, efficient, competitive and open public procurement

system for contracting out production of publicly provided goods and services and contracting, in intermediate goods and services and end monopoly or other protection for suppliers.

In sum,

the OECD view on New Public Management involves the following aspect of administrative management:

x

Improving human resource, including performance pay x

Participation

to

staff in the various stages of decision-making, relaxing control and regulations, yet prescribing and ensuring the achievement of

performance targets x Using information technology to

an optimum level in order to make MIS, more

effective and enrich policy and decisional systems x Providing efficient services to clients and treating them as customers and

even as members of the organization x Prescribing user charges for services in order

to make the customers as more integral part of the public sector management

Modern Theories NOTES 36 Self-Instructional Material x

Contracting out services as a part of the privatization plan

x De-

regulation of mono policies and de-concentration of economic power among various organizations Briefly, the most common

attributes of New Public Management include: x Focus

with greater stress on results, rather than procedures x Strengthening professional management

x

Ensuring

high standards and measures of performance x Greater emphasis on output controls x Increasing de-centralization of business

decisional power

x Greater accept in the public Sector on

adoption of private sector style of management practices, discipline and parsimony

x

Ensuring accountability, progressive leadership and greater understanding between political leadership and the public

x

Added responsibility of managers for results x Gradual decrease in the size

of government Over the years,

there has been one important shift in the thinking of New Public Management. In the early stage of entrepreneurial government, there was stress on de-governmentalization and privatization which was sometimes called downsizing

of

right sizing. The government was expected to be lean and mean but now once again, it has been recognized

that the imperatives and inevitability of government's role and responsibility

as a crucial facet of national life

cannot be undermined. For

developing countries particularly, the role of government in engineering socio-economic change and

bringing about goal-directed progressive multi-dimensional development is

likely to remain supreme. Therefore, the contemporary emphasis

is not on less government but on better government. This is

where the value of sound managerial practices has permeated the field of public administration. A question arises as to why the scholars of public administration have not resisted the onslaught of a New public management on their discipline. Perhaps it is primarily because of the fact that howsoever new-fangled New public management might appear to be, it has its organic linkages with Old public administration. Accordingly, one can surmise that traditional administrative and managerial theories which emphasized efficiency, effectiveness with the economy having assumed a new form as integral components of New public management. The difference, of course, found in the goals of the administrative systems in two divergent settings, but then New Public Management is not so much concerned with the goals of public administration, as with the strategies to achieve them. In this context, it ought to be appreciated that while the foremost concerns of New public administration has been with the goals, values and the spirit of public administration, new public management, on the other hand, is principally interested in the structure and style of public administration.

Modern Theories NOTES Self-Instructional Material 37

There are certain elements of new Public Management that are perceivable in new public administration and vice-versa. Essentially, both are complementary to each other.

New Public Management will be discussed in detail in Unit 7. CHECK YOUR PROGRESS 6. Name academic get together which is said to have given rise to the New public administration. 7. What are the split interpretations of the New Public Management? 2.5 SUMMARY x The classical approach to management primarily viewed individuals as mechanisms of production. The emphasis was on Productivity by moving the workers to produce by giving them incentives. Behavioural approach to management is based on the premise that 'those involved in the organization are the prime determinants of organizational and managerial effectiveness.' x Some of the major contributors to the behavioural aspects of management are: o Mary Parker Follett...Group influences. o Elton Mayo ... Hawthorne experiments and the impact of human motivation on productivity. o Abraham Maslow... Hierarchy of human needs. o Douglas McGregor... Theory X and theory Y. o Chris Argyris... Human and organizational development.. x Human relations management

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takes note of the psychological factors causing a change in the human behaviours in organized groups under a given situation. It is based upon the fact that management involves getting things done through people, and therefore management must be centred on inter-personal relations. This approach has been called the human relations, leadership or behavioural science approach.

x

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From the early 1930s and the Hawthorne experiments, a great interest has been generated in the human behaviours school. Human behaviour must be recognized as a key, and it is one of the most important factors in the development of employees. There is agreement on the point that human beings have goals and value for certain needs.

Modern Theories NOTES 38 Self-Instructional Material x

The system approach is a sub-approach of the behavioural approach. One of the most significant landmarks in the evolution of organization theory is the development of general systems concept for organizational analysis. The origin of general systems is traced to the thinking of the biologist Von Bertalanffy, in the 1920s.

x According to the systems

approach in organizational analysis, an organization can be considered a social system to be studied in its totality.

In other words, a system is a collection of interrelated parts which receives inputs, acts upon them in an organised or planned manner and thereby produces certain outputs.

x

Periods of turbulence and instability in history often produce new

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SA DSC 4 (Block 1) Public Administration-Concepts ... (D165316454)

waves of thought that seek to challenge the traditional contents of academic disciplines and

therefore, impart to them a new direction. Since 1968, the evolving discipline of public administration came to be enriched by the emergence of what came to be known as the New public administration.

x

The term came to stay with publication, in 1971,

of

Toward

88%

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DSC 4 (Block 1) Public Administration-Concepts ... (D165316454)

a New public administration: Minnowbrook Perspective, edited by Frank Marini. This work was

largely based on the Minnowbrook conference held in 1968 and New public administration cannot be fully understood except in terms of that academic get-together.

x

New public administration therefore, was marked by the above anti-goals. It displayed an intense concern for relevant societal problems. It stressed on ethics and values, innovation and social equality. It laid great emphasis on human relations, a creative approach to administration and social change.

x

The field of public administration has been rife with debate about the New public management, or New Public Management, as it is called.

This has been like a reform agenda that ushered in globally in the last two decades, and is the outcome of several changes embedded in the social as well as political context in the Western democracies. 2.6

KEY TERMS

x Behavioural approach: In this approach, there is

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Principles of Management.pdf (D165734071)

an increased understanding of the individual worker with emphasis on motivation, needs, interpersonal relationships and group dynamics.

x Human relations approach:

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It is based upon the fact that management involves getting things done through people, and therefore management must be centred on inter-personal relations

x System: It

is seen as an assembly of interdependent parts (sub-systems) who interact among themselves.

Modern Theories NOTES Self-Instructional Material 39 x New public administration: It is a recent public administration theory which displays

an intense concern for relevant societal problems. It stressed on ethics and values, innovation and social equality. It laid great emphasis on human relations, a creative approach to administration and social change. 2.7

ANSWERS TO 'CHECK YOUR PROGRESS' QUESTIONS 1. Behavioural approach to management is based on the premise that 'those involved in the organization are the prime determinants of organizational and managerial effectiveness.' 2. Hawthorn experiments came up with the concept of 'social man'. 3.

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The range of thought in this school are: (a) the study of human relations and how managers can understand and use these relations, (b) the role of the manager as a leader and how he should lead others, (c) the study of group dynamics and inter-personal relationships. 4.

General systems theory originated in a movement aimed at the unification of science and scientific analysis. 5.

The systems approach treats an organization as an example of a system, i.e., a set of interdependent parts forming a whole with the objective of fulfilling some definable function 6.

The Minnowbrook conference was the youth conference on public administration and it was this academic get-together which gave rise to what has to be known as New public administration. 7.

Interpretations of the emergence of New Public

Management are split, the champions of the movement present it as a new administrative paradigm that departs sharply from past thinking and practice, whereas Sceptic argue that, it has evolved incrementally from the past administrative traditions. 2.8

QUESTIONS AND EXERCISES Short-Answer Questions 1. What is central to the behavioural approach of public administration? 2. Write a short note on human relations theory. 3. Where is the chief value of systems approach found? 4. List the five basic considerations in relation to the systems approach to management as per Charles W. Churchman. 5. Mention some of the salient features of the New Public Administration.

Modern Theories NOTES 40 Self-Instructional Material 6. Briefly explain the Honey Report. 7. What is the market emphasis of the New Political economy? Long-Answer Questions 1. Discuss the major contributions to the behavioural aspects of management. 2. Explain the systems approach in public administration. 3. What were the various definitions of public administration that came out of

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W

the Conference on the Theory and Practice of Public Administration? 4. Describe the significance of

83%

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DSC 4 (Block 1) Public Administration-Concepts ... (D165316454)

the Conference on the Theory and Practice of Public Administration? 4. Describe the

the Minnowbrook Conference. 5.

What are the aspects of administrative management related to the New Public Management as per OECD? 2.9 FURTHER READING

Bharat Bhushan Gupta. 1975. Problems of Indian Administration. Allahabad: Chugh Publications.

Arora, Ramesh Kumar. 1995. Indian Public Administration: Institution and Issues. New Delhi: New Age International.

Basu, Rumki. 1994. Public Administration: Concept and Theories. New Delhi: Sterling Publishers. Mishra, Sweta and Alka Dhameja.

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Accountability and Control NOTES Self-Instructional Material 41 UNIT 3 ACCOUNTABILITY AND CONTROL Structure 3.0 Introduction

3.1 Unit Objectives 3.2 Administrative Corruption: Causes, Consequences, Cures 3.3 Legislative, Executive and Judicial Control over

Administration 3.4 Popular Control: Interest Groups and Voluntary Organizations 3.4.1 Media 3.5 Public Hearing 3.5.1 Social Audit 3.6

Summary 3.7 Key Terms 3.8

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Answers to 'Check Your Progress' Questions 3.9 Questions and Exercises 3.10 Further Reading 3.0 INTRODUCTION

In the previous units you have learnt the theories of administration. This included the study of both classical and modern approaches to administration. Now, you will study the next step to the application of administrative theories. This includes the checks and the proper functioning of the administration. This can be referred to the accountability and control process or system in place to check the working of the administration. In this unit, you will study the accountability in terms of Indian administration. This topic will further include methods of popular control which are not as established as the former systems including pressure groups and media. In the end, you will learn about the concept of public hearing and social audits which are established by the government and at times other quasi-

institutions. 3.1

UNIT

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OBJECTIVES After going through this unit, you will be able to: x Discuss the concept of

administrative corruption x Explain the

legislative, executive and judicial control over administration x Describe the important organizations of popular control x Examine the

concept of public hearing and social audit

Accountability and Control NOTES 42 Self-Instructional Material 3.2 ADMINISTRATIVE CORRUPTION: CAUSES, CONSEQUENCES, CURES In the contemporary society, the state plays an important role in the socio-economic development. The success of democracy and development depends to a great extent on the efficiency of the government machinery. However, in the exercise of administrative powers, there is always a possibility of malpractices. The issues of corruption, transparency and accountability are not only related to each other, but need to be addressed at all levels simultaneously in order to be meaningful. The issues are also becoming complex with decentralization of decision-making and devolution of administrative and financial responsibilities. These issues are sought to be addressed through various instruments. 'To ensure that public servants behave as public servants, and this includes all of them namely the political administrators, the civil servants, members of the judiciary and the elected representatives of the people. They will have to be subjected to full accountability not only for misfeasance but also for nonfeasance. And this will have to be ensured strictly, even ruthlessly. Some of the pillars of democracy lack accountability while they seek accountability of others. This will have to be rationalized. It is expected that the next 20 years will witness the strengthening of the process of accountability not only of the limbs of governance but even the Press and the Media, the Comptroller and Auditor General, members of the judiciary and the components of civil society.' Today corruption is witnessed in every field and every section of the administration. World Map of the 2010 Corruption Perceptions Index by Transparency International, measures 'the degree to which corruption is perceived to exist among public officials and politicians'. Political corruption is the use of legislative powers by government officials for illegitimate private gain. Misuse of government power for other purposes, such as repression of political opponents and general police brutality, is not considered political corruption. Neither are illegal acts by private persons or corporations directly involved with the government. An illegal act by an officeholder constitutes political corruption only if the act is directly related to their official duties, is done under colour of law or involves trading in influence. Forms of corruption include bribery, extortion, cronyism, nepotism, patronage, graft and embezzlement. Corruption may facilitate criminal enterprise such as drug trafficking, money laundering, and human trafficking, though is not restricted to these activities. The activities that constitute illegal corruption differ depending on the country or jurisdiction. For instance, some political funding practices that are legal in one place may be illegal in another. In some cases, government officials have broad or ill-defined powers, which make it difficult to distinguish between legal and illegal

Accountability and Control NOTES Self-Instructional Material 43 actions. Worldwide, bribery alone is estimated to involve over 1 trillion US dollars annually. A state of unrestrained political corruption is known as a kleptocracy, literally meaning 'rule by thieves.' 'Police corruption' is a specific form of police misconduct designed to obtain financial benefits, other personal gain, or career advancement for a police officer or officers in exchange for not pursuing, or selectively pursuing, an investigation or arrest. One common form of police corruption is soliciting or accepting bribes in exchange for not reporting organized drug or prostitution rings or other illegal activities. Another example is police officers flouting the police code of conduct in order to secure convictions of suspects—for example, through the use of falsified evidence. More rarely, police officers may deliberately and systematically participate in organized crime themselves. Another type of corruption is related to corporate bodies. In criminology, 'corporate crime' refers to crimes committed either by a corporation (i.e., a business entity having a separate legal personality from the natural persons that manage its activities), or by individuals acting on behalf of a corporation or other business entity. There are several types of political corruption that occur in the local government. Some are more common than others, and some are more prevalent in local governments than in larger segments of government. Local governments may be more susceptible to corruption because interactions between private individuals and officials happen at greater levels of intimacy and with more frequency at more decentralized levels. Forms of corruption pertaining to money like bribery, extortion, embezzlement, and graft are found in local government systems. Other forms of political corruption are nepotism and patronage systems. In India, however, corruption in administration is a big problem. In the past, the colonial history and the authoritarian orientation of Indian administration resulted in the negative attitude of citizens towards the administration. The gap between the performance of administration and the expectations of the people also created a negative image of administration. The democratic aspirations of the people and the authoritarian attitude of administrators produced tensions between the two. The contradictions in the social situation have resulted in inequalities. There is discrimination in the treatment of citizens by administration. The social gap between the civil servant and the citizen whom he is expected to serve also is a cause for hostile relationship between the two. The well-educated urban middle class civil servant is expected to serve the poor and illiterate rural citizens. This creates a socio-psychological gap between them. Then, there are the chronic delays in getting things done, and innumerable rules and regulations that are not easily comprehensible to ordinary citizens. The cumulative effect of all these factors is the piling up of public grievances against administration as well leading to massive corruption.

Accountability and Control NOTES 44 Self-Instructional Material Everyone who comes in contact with the administration feels the all-pervading nature of corruption. Corruption has many negative effects on administration. It is one of the major factors for delay and inefficiency in administration. The bureaucratic norms of impartiality suffer due to this factor. There is loss of credibility of administration and it is the common man who suffers most because of it. The term 'corruption' has been defined in many ways. In general terms, corruption is not always for monetary gains. It is the personal use of public office in violation of rules and regulations. K. Santhanam, Chairperson of the Committee on Prevention of Corruption said, 'any action or failure to take action in the performance of duty by a government servant for some advantage is corruption'.

Hence under his headship the Central Vigilance Commission was set up by the Government in February, 1964 on the recommendations of the Committee on Prevention of Corruption, to advise and guide Central Government agencies in the field of vigilance and to check corruption. Nittoor Srinivasa Rau, was selected as the first Chief Vigilance Commissioner of India. Central Vigilance Commission (CVC) There are various institutions in India for dealing with corruption. The Central Vigilance Commission is one among them. After Independence, various measures were taken up for checking corruption in public services. In 1962, the Central Government appointed a Committee on Prevention of Corruption under the chairmanship of K. Santhanam to review the existing arrangements for checking corruption and to suggest

steps to make anti-corruption measures more effective. The Santhanam Committee in 1964 recommended the setting up of Central Vigilance Commission headed by Central Vigilance Commissioner. Based on the Committee's recommendations, the Central Vigilance Commission was constituted in 1964. The role of the Commission is advisory. It falls within the jurisdiction of the Ministry of Personnel. Its jurisdiction and powers extend to all those matters, which fall within the purview of the executive powers of the Central Government. Its jurisdiction covers: (i) All the employees of the Central Government. (ii) All the employees of public undertakings, corporate bodies and other institutions under the Central Government. (iii) All the employees of the Delhi Metropolitan Council and the New Delhi Municipal Corporation. The Commission receives complaints against corruption and malpractices directly from the aggrieved citizens. It can also gather information about the same from Press reports, audit reports, various department enterprises concerned, allegations made by members of Parliament, and reports of parliamentary committees.

Accountability and Control NOTES Self-Instructional Material 45 CVC is conceived as the apex vigilance institution, free of control from any executive authority, monitoring all vigilance activity under the Central Government and advising various authorities in Central Government organizations on planning, executing, reviewing and reforming their vigilance work. Consequent upon promulgation of an Ordinance by the President, the Central Vigilance Commission has been made a multi-member Commission with 'statutory status' with effect from 25 August 1998. The CVC Bill was passed by both the Houses of Parliament in 2003 and the President gave its assent on 11 September 2003. Thus, the Central Vigilance Commission Act, 2003, (No. 45 of 2003) came into effect from that date. The

Annual Report of the CVC not only gives the details of the work done by it, but also brings out the system failure which leads to corruption in various departments/organizations, system improvements, various preventive measures and cases in which the Commission's advises were ignored,

etc. The Central Vigilance Commission has identified the following modes of corruption: x Acceptance of substandard stores/works x Misappropriation of public money and stores

x

Borrowing of money from contractor firms having official dealing with officers x Show of favours to contractors and firms x

Possession of assets disproportionate to income x Purchase of immovable property without prior permission or intimation

x Losses

to the government by negligence or otherwise x Abuse of official position

and powers x

Production of forged certificate of date of birth/community x Irregularities in reservation of seats by rail and by air

x Irregularities in grant of import and export licences x Moral turpitude x Acceptance of gifts The CVC is headed by the Central

Vigilance Commissioner who is appointed by the President of India

for a period of six years or till the age of 65 years, whichever is earlier. He can be removed

in the same manner as provided for the removal of the Chairman of the UPSC. He is not eligible for any further employment either under the Central Government or the state governments. Functions of the CVC The functions of the CVC are as follows: (i)

Undertaking

inquiry

into any transaction in which a public servant is suspected or alleged to have acted for an improper purpose or in a corrupt manner

Accountability and Control NOTES 46 Self-Instructional Material and tendering advise to the disciplinary authorities on such cases at different stages of investigation, appeal and review. (ii) Exercising a general check and supervision on the vigilance and anti-corruption work in ministries and departments of the Government of India and other autonomous bodies. (iii) Advising the administrative authorities to modify the existing procedures and practices when it appears that such procedures and practices afford scope for corruption and misconduct. (iv) Approving the appointment of Chief Vigilance Officers (CVO) who heads the vigilance units in various organizations. It may

initiate a review of procedures and practices of administration in so far as they relate to maintenance of integrity in administration.

Role The role of the CVC can be summed up as follows: x The CVC is not an investigating agency, and it either gets the investigation done through the CBI or through the Departmental Chief Vigilance Officers. x The only investigation carried out by the CVC is that of examining Civil Works of the Government which is done through the Chief Technical Officer. x Corruption investigations against government officials can proceed only after the government permits them. The CVC publishes a list of cases where permissions are pending, some of which may be more than a year old. x The CVC also publishes list of corrupt government officials against which it has recommended punitive action. Appointment The Central Vigilance Commissioner

and the Vigilance Commissioners

shall be appointed by the President by warrant under his hand and seal;

provided that every appointment under this sub-section shall be made after obtaining

the recommendation of a Committee consisting of: x the Prime Minister — as the Chairperson x the Minister of

Home Affairs — as its Member x the Leader of the Opposition in the House of the People (the Lok Sabha) Removal The Central

Vigilance Commissioner or any Vigilance Commissioner shall be removed from his office only

by order of the President on the ground of proved misbehaviour or incapacity after the Supreme Court, on a reference made to it by the President, has, on inquiry, reported that the

Central Vigilance Commissioner or any Vigilance Commissioner, as the case may be, ought to on such ground be

Accountability and Control NOTES Self-Instructional Material 47 removed. The President may suspend from office, and if deem necessary prohibit also from attending the office during inquiry, the Central Vigilance Commissioner or any Vigilance Commissioner in respect of whom a reference has been made to the Supreme Court until the President has passed orders on receipt of the report of the Supreme Court on such reference. The President may, by order, remove from office the Central Vigilance Commissioner or any Vigilance Commissioner if the Central Vigilance Commissioner or such Vigilance Commissioner, as the case may be: x is adjudged an insolvent; or x has been convicted of an offence which, in the opinion of the Central Government, involves moral turpitude; or x engages during his term of office in any paid employment outside the duties of his office; or x is, in the opinion of the President, unfit to continue in office by reason of infirmity of mind or body; or x has acquired such financial or other interest as is likely to affect prejudicially his functions as a Central Vigilance Commissioner or a Vigilance Commissioner.

Organization and Secretariat The Central Vigilance Commission has its own Secretariat, Chief Technical Examiners' Wing (CTE), and a wing of Commissioners for Departmental Inquiries (CDI). The Secretariat consists of a Secretary of the rank of Additional Secretary to the Government of India, 1 officer of the rank of Joint Secretary to the Government of India, 10 officers of the rank of Director/Deputy Secretary, 4 Under Secretaries and office staff. There are 15 posts of Commissioners for Departmental Inquiries (CDI) in the Commission, 14 in the rank of Deputy Secretaries/Directors and one in the rank of Joint Secretary to Government of India. The CDIs function as Inquiry Officers to conduct inquiries in departmental proceedings initiated against public servants. State and district level vigilance machinery The vigilance machinery at the state level differs from state to state. Most of the states have a State Vigilance Commission. There is also a special police establishment to deal with cases of corruption in both the state government and the state public undertakings. The Commission presents the Annual Report to the State Government and the same is placed before the State Legislature. At the district level, there is a District Vigilance Officer. The District Collector appoints one of his gazetted officers as District Vigilance Officer.

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CHECK YOUR PROGRESS 1. What are the different forms of corruption? 2.

What is police corruption? 3. Who was the first Chief Vigilance Commissioner of India? 3.3 LEGISLATIVE, EXECUTIVE AND JUDICIAL CONTROL OVER ADMINISTRATION The legislative branch or the Parliament consists of two Houses: the Lok Sabha (House of the People), the Lower House, and the Rajya Sabha (Council of States), the Upper House. All the members of the Council of Ministers as well as the Prime Minister are members of Parliament, who are, individually as well as collectively, responsible to the Lok Sabha. The executive branch is headed by the President, who is the Head of the State, and exercises his or her power directly or through officers subordinate to him. Executive branch of government has exclusive authority and responsibility for the daily administration of the state bureaucracy. The Constitution vests in the President of India all the executive powers of the Central government. The President appoints the Prime Minister and the other members of the Council of Ministers, distributing portfolios to them on the advice of the Prime Minister. The Indian judiciary is the extension of the British legal system, set up by the English in the mid-19th century in which customs, precedents and legislative law have validity of law. In India, there are various levels of judiciary, in which different types of courts have different styles of judges. The judges in the judiciary have a strict hierarchy of importance, in line with the order of the courts in which they sit, with the Supreme Court of India occupying the highest position. The Supreme Court is followed by high courts of respective states with district judges sitting in district courts, and magistrates of second class and civil judge (junior division) at the bottom. It hears all prosecutions and civil disputes, including disputes between individuals and the government. It protects individual rights, and is the guardian of laws and the constitution. It has also got the power of judicial review which has led to judicial activism in recent years. All this requires it to be independent and impartial. Members of the Indian judiciary are autonomous and, therefore, are independent of the executive and legislative branches of the government. Thus, all the three organs of government, namely, legislative, executive and judiciary, (refer to Figure 3.1) have their own assigned roles, and at the same time they are also linked to each other. It is upon their harmonious functioning that a political system acquires stability as well as vitality.

Accountability and Control NOTES Self-Instructional Material 49 Fig. 3.1 Three Branches of the Indian Government The Union Legislature Our Constitution has adopted the Parliamentary system of government, which effects a harmonious blending of the legislative and executive organs of the state in as much as the executive power. The executive power is wielded by a group of members of the Legislature who command a majority in the popular Chamber of the Legislature and remain in power so long as they retain that majority. Legislature, most commonly known by the name parliament, forms the first important organ of a political organization. The functions of Parliament as the legislative organ follow from the above features of the parliamentary system: (i) Providing the cabinet: It follows from the above that the first function of Parliament is that of providing of the Cabinet to the popular Chamber. The membership of the Cabinet is not necessarily restricted to that Chamber and some of the members are usually taken from the upper Chamber. (ii) Control of the cabinet: It is a necessary corollary from the theory of ministerial responsibility that it is the business of the popular Chamber to see that the Cabinet remains in power so long as it retains the confidence of the majority in that House. This is expressly secured by Article 75(3) of our Constitution. (iii) Criticism of the cabinet and of individual ministers: In modern times, both the executive and the legislative policy are initiated by the Cabinet, and the importance of the legislative function of Parliament has, to that extent, diminished from the historical point of view. But the critical function of Parliament has increased in importance and is bound to increase if Cabinet Government is to remain a 'responsible' form of government instead of being an autocratic one. In this function, both the Houses participate and are capable of participating, though the power of bringing about a downfall of the ministry belongs only to the popular Chamber (i.e., the House of the People) [Art 75(3)]. While the Cabinet is left to formulate the policy, the function of Parliament is to bring about a discussion and criticism of that policy on the floor of the House. This is so that not only the Cabinet can get the advice of the deliberative body and learn about its own errors and deficiencies, but the

Accountability and Control NOTES 50 Self-Instructional Material nation as a whole can be appraised of an alternative point of view, on the evaluation of which representative democracy rests in theory. (iv) An organ of information: As an organ of information, the Parliament is more powerful than the Press or any other private agency, for Parliament secures the information authoritatively, from those in the knowledge of things. The information is collected and disseminated not only through the debates but also through the specific medium of 'questions' to ministers. (v) Legislation: The next function of the Legislature is that of making laws [Arts. 107 – 108; 245], which belongs to the Legislature equally under the Presidential and Parliamentary forms of government. In India, since the creation of the Constitution, the volume of legislation is increasingly gradually to carry out the various development and other measures, which are essential for establishing a welfare state. (vi) Financial control: Parliament has the complete authority to authorize expenditure for the public services and to identify the objectives to which that revenue shall be appropriated. It also has the power to provide the ways and means to increase the expenditure required, by means of taxes and other impositions, and also to make sure that the money that was granted has been spent for the authorized purposes. As mentioned earlier, the Parliament of India consists of the President and two Houses. The lower House is called the House of the People while the upper House is known as the Council of States [Art. 79]. The Hindi names 'Lok Sabha' and 'Rajya Sabha' have been adopted by the House of the People and the Council of States, respectively. The President is a part of the Legislature, like the English Crown, for, even though he or she does not sit in the Parliament, except for the purpose of delivering his or her opening address [Art. 87]. A Bill passed by the House of Parliament cannot become a law without the President's assent. The Council of States shall be composed of not more than 250 members, of whom (a) twelve shall be nominated by the President; and (b) the remainder (i.e., 238) shall be representatives of the states and the union territories elected by the method of indirect election [Art. 80]. The Council of States thus reflects a federal character by representing the units of the federation. But it does not follow the American principle of equality of state representation in the Second Chamber. In India, the number of representative of the states to the Council of States varies from one (Nagaland) to thirty-four (Uttar Pradesh). Functions of Legislature The place and significance of the rule-making bodies, from a functional point of view, varies from the 'sovereign' English Parliament to the non-sovereign Supreme Soviet of the erstwhile Union of Soviet Socialist Republics (USSR), or from the

Accountability and Control NOTES Self-Instructional Material 51 'powerful' American Congress to the 'powerless'- Cortes of Spain - a body 'supinely acquiescing in the will of the ruler'. While taking a synthesized view of the functions of legislative bodies, Curtis enumerates them in the following manner: (i) Legislatures choose the head of the state; they may also remove them by the process of impeachment, or they can change the law of his or her succession or election. For instance, the British Parliament can change the law of primogeniture or the method of abdication. The parliament of India and Israel elect the President of the Republic, while the House of Representatives of the United States has the right to elect a President in case no candidate gets absolute majority in the Presidential poll. The legislatures of the US and India can also remove their Presidents by the process of impeachment. The parliaments of Canada, New Zealand and Australia recommend three names to the English Sovereign and one of them is nominated by him or her to act as the Governor-General of the country. (ii) The legislatures also approve the choice of the Prime Minister and his or her ministers in some countries. All ministerial nominations by the President in the US have to be ratified by the Senate. The list of ministers comprising the cabinet has to be approved by the Knesset in Israel. The Federal Assembly of Switzerland elects its seven presidents of the Federal Council. The nomination of the Prime Minister made by the King must be approved by the Diet in Japan. The Prime Minister nominated by the President in France has to seek a vote of confidence in the Parliament. In countries having a cabinet form of government like Britain and India, the ministers can remain in office only as long as they enjoy the confidence of the legislature. Recently, the Vajpayee government lost a confidence motion in the legislature. In a theoretical sense, this provision also applies to countries like Russia and China. (iii) Legislatures may also influence or control government behaviour or seek to make the executives accountable to them. Votes of non-confidence, censure motions, interpolation procedures, debates on budgets and major policies of the government, process of impeachment, etc., are the various devices in the hands of the legislators to exercise their control over the government. The American Congress took up impeachment proceedings against Bill Clinton in 1998. The exit of the British Prime Minister Attlee in 1949, Eden in 1956 and Macmillan in 1968 confirms the fact that the Parliament possesses the controlling authority. Thus, the legislatures also perform certain judicial functions. In India, they have the power to impeach the President as well as the Chief Justice of the Supreme Court and so on. (iv) Legislators choose their office-bearers and they can also remove them. They can also disqualify their members on the charge of proved 'misbehaviour' or committing an act of corruption or treason or breach of

Accountability and Control NOTES 52 Self-Instructional Material privileges. Speakers and Deputy Speakers are elected by the rule-making bodies and they may remove them by a vote of no-confidence. (v) The most important function of the legislatures is to make rules because they are the rule-making departments of the government. The Bills are moved, debated and then passed with or without amendments. In most of the countries having a democratic form of legislative behaviour, the Bills are given three readings. Often the Bills are referred to the committees of the Parliament for more detailed scrutiny. In a communist country; as in China, it is not the legislature as such, but its small committee that first adopts a Bill at the invisible behest of the party in power, and it is adopted by the legislature subsequently. Also, the ordinance issued by the head of the state when the Parliament is not in session has to be ratified by the legislature within a period of six weeks from the date of commencement of the session. (vi) A legislature often holds the purse strings. Its approval is necessary for the annual budget or for the imposition of taxes. Through committees, they also scrutinize the expenditure of the government. In India, this is done by Public Accounts Committee (PAC). The legislatures also reduce 'tensions' provide reassurance and generally enhance satisfaction with the policies and programmes of the government. They also provide scope for the articulation of interests. They perform 'exit functions', meaning thereby that, when the political system seems to have reached an impasse and the normal decision-making process seems incapable of providing a way out of the situation, the elites sometimes turns to the legislatures for either the substance or the form, or both, of a decision which will take the system out of the impasse. They also serve as a training ground for the future leadership of the country. Besides, they strengthen 'consensual institutional continuity' and they often constitute the only means of administrative overview available in the country. Legislative bodies all over the world make use of the committee system for the sake of efficiency of work and economy of time. In actual practice, the legislative body is known by the committee it keeps. As more suggests: 'No legislature can function effectively without the aid of some committee. Discussion of details is impossible at a large meeting, which is too unwieldy to debate anything but broad principles. For this reason, all democratic legislatures elect smaller groups to discuss matters in detail and these bring the result of their discussion back to the larger body for decisions'. Executive The executive branch of government is a significant part of government, which has exclusive authority and responsibility for the daily administration of the state bureaucracy. The division of power into separate branches of government is central to the democratic idea of the separation of powers. In several countries, the term 'government' means only the executive branch.

Accountability and Control NOTES Self-Instructional Material 53 Meaning and Types of Executive The executive is the implementing arm of the government. It is the executive which formulates and then implements various policies. The dictionary meaning of the word 'executive' is the power to put important decisions into effect, i.e., to execute. As J. W. Garner says, 'In a broad and collective sense, the executive organ embraces the aggregate... of all the functionaries and agencies which are concerned with the will of the state as that will has been formulated and expressed in terms of law ... thus, it comprehends the entire governmental organization. Thus, tax collectors, inspectors, commissioners, policemen and perhaps, the officers of the army and navy are a part of the executive organization'. Though the term 'executive' is understood both in broad and narrow senses, in the realm of the study of politics, its narrow meaning is applied. It is the executive head and his or her principal colleagues who run the machinery of the government, formulate national policy, and see that it is properly implemented. The nominal executive may be either a monarch or an elected President. What makes him or her a 'nominal' executive is the fact that he or she does not enjoy any real powers. He or she is just a constitutional figure head performing some ceremonial duties but enjoying little or no powers, though the entire administration is carried on in his or her name. The monarch may assume office in hereditary succession as in the U.K. or through direct or indirect election as in Malaysia. The system of hereditary succession is still prevailing in some countries, such as the UK, Nepal, Japan, and Saudi Arabia. Wherever there is constitutional monarchy as in UK, the real power is not vested in the monarch but in the elected council of ministers headed by the prime minister, and that council is collectively accountable to the legislature. However, not all existing monarchs in the world are figureheads; there are still some monarchs who enjoy absolute power as they do in Jordan and Saudi Arabia. Such monarchs may be placed in the category of 'real' executives, since they enjoy absolute and limited powers. The real executive may also be divided into two categories - singular and plural. A singular executive is one that is headed by a single leader who does not share his powers with others as in the US. In the US, the constitution vests all powers in one person, namely the President. In the case of a plural executive, all powers are vested in a group of ministers. Its only example in today's world is found in Switzerland where the authority of the government is shared by seven ministers (called Presidents) who are elected by the legislature for four years. It is known as the Federal Council. One of the Presidents is formally designated as the President of the Confederation and he performs the ceremonial functions normally exercised by the Head of State in any country.

Accountability and Control NOTES 54 Self-Instructional Material Composition of Executive The executive generally consists of two types of officials: (a) the political executive, i.e., President, Prime Minister, Cabinet or Council of Ministers; and (b) the permanent executive or the bureaucracy, who remains in office for a fixed period of tenure regardless of which government comes to power. The political executive is elected directly by the people as in the US where the Presidential type of government prevails or he may be elected indirectly by the legislature as in the case of India and Great Britain. In China, the President is elected by the National People's Congress and is the Head of State and the highest ceremonial functionary of the state. The political executive may be further divided into three categories. It is democratic, when its members are chosen by the people and remain accountable to their constituents. For instance, the British cabinet may be removed from the office by an adverse vote in the House of Commons. The American President can also be removed from the office, not through a vote of no-confidence but by the process of impeachment. In a totalitarian state, the real executive cannot be removed by the people or their chosen representatives. In such a state, people have no freedom to criticize or censure the conduct of the government. Today, such totalitarian states, with the executive enjoying absolute power, exist in Burma, Iraq, Nigeria or in Afghanistan. In the past, the totalitarian regimes existed in Nazi Germany, headed by Hitler, or in Fascist Italy, headed by Mussolini. Finally, a colonial executive is the one who acts under the authority of the colonial government. The democratic model may be divided into two categories— parliamentary and presidential forms of government. In the parliamentary form of government, the government is run by a cabinet (under the leadership of the Prime Minister) collectively responsible to the legislature, as in India and the UK. The Head of State is a nominal executive in whose name governance is done by the cabinet. The President of India and the Queen of UK are the nominal Heads of State. The second variety of democratic model, namely the Presidential form of government, exists in the US. In the US, the basis of executive-legislature relationship is separation of powers. The President is the real executive. He or she is neither a member of the legislature, nor removable by it. His or her tenure is fixed. In between these two models, there is a model of French executive that can be called as quasi-parliamentarian or quasi-presidential as here the President is the real executive. The Prime Minister and the cabinet are under his control and, at the same time, they are accountable to the Parliament. So, the French model imbibes some features of both parliamentary and Presidential forms of governments. Composition of the Indian Executive Indian ministries have subordinate departments under it which are known as attached or subordinate offices. In these offices, the execution of the policies of

Accountability and Control NOTES Self-Instructional Material 55 the government which requires decentralization of executive direction and the establishment of field agencies takes place. The Attached Offices give executive guidance for the implementation of policies laid down by the Ministry to whom they are attached. The attached office also is a storehouse of technical know how and assists the Ministry on matters related to the technical side of questions dealt with by them. On the other hand, the subordinate offices function as field establishments or as agencies responsible for the detailed execution of Governmental decisions. They work under the direction of an attached office. In cases where the volume of executive direction is not too large, they work directly under a Ministry. The Minister is the political head of a particular department. He lays down the broad policies for the department and also decides the major policy issues cropping up in the department. This vital function is carried out in coordination with civil servants. These civil servants provide essential material, statistical and otherwise, without which policy formulation is neither feasible nor possible. The Minister, as said earlier, may be assisted by the ministers of state, deputy ministers, and parliamentary secretaries. A Minister of State usually works under the general supervision and guidance of the Minister who assigns the former some specific items of work. In some cases, however, the Minister of State may be sole charge of the Ministry. The deputy minister usually has no specific administrative responsibility. His duties 'should be to answer questions in Parliament on behalf of ministers concerned, to assist them in piloting Bills; to explain policies and programmes to the general public and constituencies, and maintain liaison with Members of Parliament, political parties and the Press: and to undertake a special study or investigation of particular problems which were entrusted ... by the ministers concerned.' The parliamentary secretary assists the Minister in the discharging of his parliamentary functions. At present, there are no parliamentary secretaries in the Central Government. Functions of the Executive In the modern political system, distrust in executive dominance has been replaced by a confidence in its leadership. Today, the classical theory of the three organs of the government with equal powers needs restatement because the executive has now become the government in the real sense of the term. Among its many functions, the first and the foremost function of the executive is to run the administration of the country. The government has to ensure and maintain internal peace and order. The executive has also to conduct external relations, make treaties with foreign states, declare war and conclude peace, mobilize troops, proclaim emergency when required, re-value or devalue currency, fix prices of essential commodities and perform other activities related to the well-being of the people of the state. In recent times, the executive has started performing some legislative functions also, even though this work does not fall in its domain. The executive is taking considerable initiative in drafting and proposing laws to the legislature. This is

Accountability and Control NOTES 56 Self-Instructional Material particularly true of parliamentary governments as in the UK and India. In India, the executive can issue ordinances when the legislature is not in session. Also, the bills passed by the legislature are subject to the veto power of the Head of the State. Even in the US, where the separation of power prevails, the President manages to influence the legislative sphere by sending his or her 'messages' or having a bill passed by the Congress through his or her 'friends'. What has added to the expanding functions of the executive is the growth of the delegated legislation. The laws made by the Parliament generally do not contain the details which are subsequently filled in by the executive. The executive also performs some judicial functions. In all the countries, the Head of the State is entrusted with the power of granting pardon or reprieve or amnesty to the offenders. This is called his/her 'Prerogative of Mercy'. He/She also performs functions like the appointment of judge and a host of disputes are also settled through administrative tribunals. In certain countries, the ministers are given the power to act like appellate tribunals. In France, there is a separate system of administrative laws and courts. The executive also controls the 'purse of the nation'. It is the executive who prepares the budget and presents it to the Parliament for its approval. It is the executive who actually decides the taxation structure of the country; the Parliament only puts its seal of approval. Also, it is the executive who has to see that the provisions of the budget are implemented after being passed in the Parliament. For this, the executive also has auditing and controlling agencies to act as the financial watchdog of the country. The permanent executive, i.e., the bureaucracy, is involved at every stage of the decision-making process and maintains continuity in administration. Often, the political executive depends upon the bureaucrats because of their technical expertise and knowledge. Judiciary Judiciary, also known as the rule-adjudication department of the government, in quite simple terms, may be defined as the third organ of government concerned with the job of doing justice. It interprets law and awards punishments for the violation of laws. The primary objective of any political system is to protect the rights of the individual, and this work is done by the judicial organ of the government. Organization of the Judiciary It has already been pointed out, that notwithstanding the adoption of a federal system, the Constitution of India has not provided for a double system of courts as in the US. Under our Constitution, there is a single integrated system of courts for the Union as well as the states, which administer both Union and state laws, and at the head of the entire system stands the Supreme Court of India. Below the Supreme Court stands the high courts of the different states, and under each High Court, there is a hierarchy of other courts, which are referred to in the Constitution as

Accountability and Control NOTES Self-Instructional Material 57 'subordinate courts', i.e., courts subordinate to and under the control of the high court [Art. 233-237]. The organization of the subordinate judiciary varies slightly from state to state. The Supreme Court has issued a direction to the Union and the states to constitute an All India Judicial Service and to bring about uniformity in the designation of officers both in criminal and civil side. Concrete steps in this direction are yet to be taken by the government. At the lowest stage, the two branches of justice – civil and criminal – are bifurcated. The Union Courts and the Bench Courts, constituted under the Village Self-Government Acts, which constituted the lowest civil and criminal courts respectively, have been substituted by the Panchayat Courts set up under post- Constitution state legislation. The Panchayat Courts also function on two sides, civil and criminal, under various regional names, such as the Nyaya Panchayat Courts, are the criminal courts of the lowest jurisdiction, in respect of petty cases. The Munsiff's Courts are the next higher civil courts, having jurisdiction over claims up to INR 1000 (INR 5000 in some specially empowered cases). Above the Munsiffs are subordinate judges who have got unlimited pecuniary jurisdiction over civil suits and hear first appeals from the judgements of Munsiffs. The district judge hears first appeals from the decisions of subordinate judges and also from the Munsiffs (unless they are transferred to a subordinate judge) and an individual possesses unlimited original jurisdiction, both civil and criminal suits of a small value are tried by the provincial small causes courts. The district judge is the highest judicial authority (civil and criminal) in the district. He or she hears appeals from the decisions of the superior magistrates and also tries the more serious criminal cases, known as the sessions cases. A subordinate judge is sometimes vested also with the powers of an assistant sessions judge, in which case he or her combines in his or her hands both civil and criminal powers like a district judge. Since the enactment of the Criminal Procedure Code, 1973, the trial of criminal cases is done exclusively by 'Judicial Magistrates', except in Jammu and Kashmir, and Nagaland, to which that Code does not apply. The chief judicial magistrate is the head of the criminal courts within the district. In Kolkata and other 'metropolitan areas', there are metropolitan magistrates. The judicial and metropolitan magistrates, discharging judicial functions, under the administrative control of the state high court, are to be distinguished from executive magistrates who discharge the executive function to maintain law and order, under the control of the state government. There are special arrangements for civil judicial administration in the 'Presidency towns', which are now called 'metropolitan areas'. The original side of the high court at Kolkata tries the bigger civil suits arising within the area of the Presidency town. Suits of lower value within the city are tried by the city civil court

Accountability and Control NOTES 58 Self-Instructional Material and the presidency small causes court. But the original criminal jurisdiction of all high courts, including Kolkata, has been taken away by the Criminal Procedure Code, 1973. The high court is the supreme judicial tribunal of the state, having both original and appellate jurisdiction. It exercises appellate jurisdiction over the district and sessions judge, the presidency magistrates and the original side of the high court itself (where the original side still continues). There is a high court for each of the states, except Manipur, Meghalaya, Tripura, and Nagaland, which have the high court of Assam (at Gauhati) as their common High Court; and Haryana, which has a common high court (at Chandigarh) with Punjab. The Bombay High Court is common to Maharashtra and Goa. The Supreme Court has appellate jurisdiction over the high courts and is the highest tribunal of the land. The Supreme Court also possesses original and advisory jurisdictions. Concept of Judicial Review Judicial review is the principle under which legislative and executive actions are subject to review, and possible invalidation, by the judiciary. Specific courts with judicial review power must cancel the acts of the state when it finds them incompatible with a higher authority, such as the terms of a written Constitution. Judicial review is an example of the functioning of separation of powers in a modern governmental system (where the judiciary is one of the three organs of government). This principle is interpreted differently in different jurisdictions, which also have differing views on the different hierarchy of governmental norms. Therefore, the process and scope of judicial review differs from country to country and from state to state. Judicial Review in India The Constitution of India, in this respect, is more akin to the US Constitution than the British. In Britain, the doctrine of parliamentary supremacy still holds good. No court of law there can declare a parliamentary enactment invalid. On the contrary, every court is constrained to enforce every provision of the law of Parliament. Under the Constitution of India, Parliament is not supreme. Its powers are limited in the two ways. First, there is the division of powers between the Union and the states. Parliament is competent to pass laws only with respect to those subjects which are guaranteed to the citizens against every form of legislative encroachment. Being the guardian of the Fundamental Rights and the arbiter of constitutional conflicts between the Union and the states with respect to the division of powers between them, the Supreme Court stands in a unique position from where it is competent to exercise the power of reviewing legislative enactments both of Parliament and the state legislatures. This is what makes the court a powerful

Accountability and Control NOTES Self-Instructional Material 59 instrument of judicial review under the Constitution. As Dr. M.P. Jain has rightly observed: 'The doctrine of judicial review is thus firmly rooted in India, and has the explicit sanction of the Constitution'. As the Supreme Court emphasized in 'Gopalan': 'In India, it is the Constitution that is supreme' and that a 'Statue law to be valid, must in all cases be in conformity with the constitutional requirements and it is for the judiciary to decide whether any enactment is constitutional or not and if a legislature transgresses any enactment is constitutional or not, and if a legislature transgresses any constitutional limits, the Court has to declare the law unconstitutional, for the Court is bound by its oath to uphold the Constitution'. Therefore, the courts in India cannot be accused of usurping the function of constitutional adjudication; it is a function which has been imposed on them by the Constitution. CHECK YOUR PROGRESS 4. What forms as the first important organ of a political organization? 5. Who heads the executive brand of public administration? 6. Who is known as the head of criminal courts within the districts? 3.4 POPULAR CONTROL: INTEREST GROUPS AND VOLUNTARY ORGANIZATIONS Pressure groups operate actively, especially in a representative government committed to the realization of the ideal of social service state. The state also makes itself increasingly dependent on them while handling its sphere of planning and social service. However, the number of groups and the intensity with which they are able to pursue their objectives depend upon the social legitimization of group activity and the prospects of fulfilling group demands in a given political system. The genesis of the pressure groups may be traced back to the pre-Independence days when a large number of pressure groups existed to put forth their reasoning and argument before the British government in order to pressurize it and to seek concessions and privileges for the members of the pressure groups. In fact, the Indian National Congress in 1885 was more like a pressure group to plead for reforms and to articulate the interests of the educated middle class. As the Congress donned the mantle of a political party gradually, various pressure groups began to mushroom to safeguard the interests of other sections. Most remarkable was the formation of the All India Trade Union Congress in 1920 and the All India Kisan Sabha in 1936 that opened new chapters in the book of pressure groups.

Accountability and Control NOTES 60 Self-Instructional Material In the post-Independence times, the processes of democracy and development provided a fertile ground for a huge number of pressure groups to come into existence. Various sections of the society began to create their own interest groups to make their voices heard in policy formulation and the ever-increasing state activities. In the wake of planned economic development, even the polity inspires the creation of pressure groups for their contribution to developmental activities. Moreover, the consolidation of the party system has also contributed to the expansion in the base and scope of activities of pressure groups in certain defined sectors of economy, society and polity. For example, with an eye on inculcating the voters for their parties on a long-term basis, almost all major political parties in the country have floated various frontal organizations in the areas of trade union activities, farmers' fronts, women morchas and students' wings. There also exist politically neutral pressure groups like the federation of Indian Chambers of Commerce (FICCI) and the Confederation of Indian Industry (CII). All these pressure groups ensure safeguards from adverse policy initiatives of the government. Types of Pressure Groups Different writers on comparative governments have classified interest groups and pressure groups on the basis of their structure and organization. In general interest groups are classified into the following four types. x Institutional interest groups x Associational interest groups x Anomic interest groups x Non-associational interest groups 1. Institutional Interest Groups These are formally organized groups consisting of professionally qualified people. They are closely connected to government machinery while at the same time enjoy sufficient autonomy. They exert sufficient influence on the government policy making. They include bureaucracy, armies, political parties and legislatures. Whenever these groups raise protest, they do it by constitutional means and in accordance with rules and regulations. An example of such as organization can be West Bengal Civil Services Association. 2. The Associational Interest Groups These are formally organized groups, which articulate the shared interests of their members over long periods of time and try to achieve the specific and particular objectives of their members. They are also called promotional or protective or functional or professional groups. Associational groups promote economic and vocational interests, public interest or single issues or protect and safeguard the interests of their members. These are organized and specialized groups formed for

Accountability and Control NOTES Self-Instructional Material 61 interest articulation, but to pursue limited objectives. These include trade unions, organizations, businessmen and industrialists and civic groups. Some examples of associational interest groups in India are Federation of Indian Chambers of Commerce and Industry (FICCI), Trade Unions such as All India Trade Union Congress (AITUC), teachers', associations, students' unions, etc. 3. Anomic Interest Groups These are ad hoc (unplanned) groups, which emerge due to turmoil and excitement or a crisis, a specific event or issue. Anomic groups do not have a formal structure or leaders and their actions are often violent. They act spontaneously and in an uncoordinated fashion are short-lived. They express their grievances through violent riots, demonstrations and street protests. 4. Non-associational Interest Groups These are the complete opposite of associational interest groups. They have no formal organization. They are composed of individuals who feel close to others on the basis of class, caste, race, religion, culture or gender. They seldom act as coherent political groups, but they are often regarded by others as if they represent an interest even though they have no formal authorization to do so. 5. Big Business or Industrial Groups Among the organized groups, the most important are the groups of big business. In fact, the growth of business associations is a parallel to the process of development. At present, there are many types of business associations, industrial associations, communal associations, regional organizations and all India organizations connected with trade and commerce. Most important of these is the Federation of Indian Chambers of Commerce and Industry (FICCI), which is the mouthpiece of Indian capitalism and of the big capitalists. The kinds of pressure exerted by the business interests are extremely varied. The associations lobby among the members of Parliament and Legislative Assemblies, members of the Council of Ministers and bureaucrats. They also devote a great time and effort to influence the Planning Commission, the economic ministries and the various licensing bodies. They also have considerable influence on the councils of various parties, particularly the ruling party, which have been heavily dependent on business contributions to their funds. Such contributions do not go unrewarded. The big business has frequent and sustained access to the executive and bureaucracy for lobbying when the policy is being made and implemented. The enormous strength of the groups of big business comes from the fact of its ownership and control of the larger part of society's economic resources. This makes it difficult for even a reform-minded government to impose its policies to which these groups are firmly opposed. Alternatively, they have the power of going on an 'investment strike' until the government creates the necessary climate

Accountability and Control NOTES 62 Self-Instructional Material of 'business confidence' by dropping unwelcome policies. Since such inertia will slow down the economy and therefore discredit the government, even a reformist government will be forced to compromise at least on crucial issues. The power of capital as a pressure group is reinforced by the composition of the state elite. The state elite includes not only the political executive, but also, very importantly, the bureaucratic or administrative elite, which is not accountable to the Parliament or the electorate, but which plays a vital advisory and executive role in policy-making. The composition of the state elite, due to its social, economic and other links with big business and inclinations, biases the state system in favour of capitalist class interests and reinforces and complements capital's power as a pressure group on the state system. 6. Trade Unions or Working Class Groups Along with the growth of industries, the working class has also been growing in India. Though it is accepted that limited industrial growth and availability of large workforce, continuous relationship of the labourers with their peasantry background and archaic way of thinking are hindrances in the development of workers organizations, the Indian trade union movement has developed with an astonishing speed. There is a high concentration of Indian industry in certain regions. The Indian National Congress had mobilized the trade unions to participate in the freedom struggle. In fact, even before independence, trade unions had won some important battles in the field of social legislation. After independence, other centres of Trade Unions like Indian National Trade Union Congress (INTUC), Hind Mazdoor Sabha (HMS), Centre of Indian Trade Unions (CITU), etc. have also been organized. The number of such centres has been increasing along with the increase in political parties. Even the rightist parties have started organizing trade unions, under their influence. Yet the fact remains that only a small part of the country's work force is organized. A substantial portion of the labour force is still in rural areas and because of various factors, it is yet not organized to a significant extent on class lines at national or local level. Further, the trade unions have been organized by the middle class leadership of the various political parties and act as the aims of those parties. Almost all labour unions act as agents of the some parties, seeking to explain their parties' policy to workers and enlisting their support. This has, in turn, led to fragmentation and mutually destructive conflict among the workers, making them pliable for manipulation by political parties sometimes against the long-term interests of their own movement. Trade unions in India, as whole, are able to exert significant pressure on the policy formulation. The political parties and the government, all recognize their strength. Trade unions provide significant vote-banks in the industrialized regions. Another factor that cannot be ignored here is that the working class views capital as its main opponent.

Accountability and Control NOTES Self-Instructional Material 63 The only important weapon that labour has is to go on strike. But the use of its only effective weapon is precisely what is severely hampered by its internal division and weakness and by the external pressures it is vulnerable to. First, in most capitalist countries, only a part of the labour force, usually a minority, sometimes as low as 30 per cent in the United States, is organized into trade unions. Second, strikes are a serious drain on the resources of the trade unions, and these resources and the corresponding staying power of the union, are extremely limited compared to those of the employers. Third, trade unions have always been divided from each other in terms of the particular skills and functions of their members and sometimes geographically (i.e. regionally or provincially) and also racially in the present age of large-scale immigrant labour in the West from the third-world. This makes it easier for employers and the state to divide and isolate striking unions. Fourth, trade unions in advanced capitalist countries are often bitterly divided politically and ideologically into communist, social democratic or plain economist unions. This makes it easier for employers and the state to drive a wedge between striking unions or striking members of a particular union through buying off the less militant, economist and reformist elements with minor concessions and isolating the militants. Fifth, during a strike, whatever be the merits of the case, the bourgeois parties and the capitalist dominated mass media, as well as the state-owned media, can be expected to blast the strike as irresponsible, economically ruinous, sectional and against the 'national interest', thus creating a climate of public opinion hostile to the strike and isolating the strikers. All these forces combine to severely hamper the effective use of organized labour's only weapon, the strike, thus indirectly adding to the pressure power of the capital, which is already vastly superior, upon the state system. By their activities, the organized working class has been able to obtain quite a few successes in bettering their economic and social conditions. Among their major achievements could be mentioned: x The recognition of the fundamental right of strike. x An overall increase in the wage structure. x The right to bonus in many public sector undertakings as well as private enterprises. x Regulation of working hours and overtime payment. x Relating the wage structure to conditions of living and price increase in the form of Dearness Pay and Dearness Allowances with the obligation for a pay revision after every three increases in the Dearness Allowance payment. x Better living conditions in the form of social welfare benefits like employees insurance, medical and housing facilities etc. The government has realized the inevitability of increasing trade union strength.

Accountability and Control NOTES 64 Self-Instructional Material 7. Peasants' Organizations or Farmers Groups For a land so overwhelmingly rural and with more than 73 per cent of the available workforce engaged in agriculture, it is expected that agricultural groups would play an important role in the democratic politics. In independent India, particularly in the sixties, more important than the peasant movements had been the lobbies of big and medium farmers. Over the years, the abolition of the zamindari system and implementation of land reform measures, and the momentum they created in the rural side, have resulted in the middle class peasants acquiring more land and working harder on their land. At least a good section of them acquired sufficient economic power to organize themselves politically. The power of the rich farmers has also increased over the years as a result of the conventional electoral politics. The Panchayati Raj, the community development programme and the government sponsored Green Revolution have been the highlights of the past. The agriculturists are, however, organized more in the regional or local class- unions, than on an all India basis. Even though there are some important All India Kisan Associations like All India Kisan Congress, All India Kisan Kamgar Sammelan, Kisan Janata, Akhil Bhartiya Kisan Sangh and All India Agriculturists Federation, peasant groups have been organized on territorial basis. The reason for such a pattern seems to be the weak financial position of the Kisans apart from the interplay of factors like language, caste and geography of agriculture. Moreover, the pattern of crop production, fertility of land, land-labour use, etc. are not uniform throughout the country. Due to the regional and local variations in the agrarian system, state level organizations have emerged stronger than the all India associations. Another pattern of peasant organizations is that the state-level organizations tend to be non-political, independent of the political parties and homogenous. Their political slogan is unity of classes as against the division of classes. In fact, the class basis of peasant organizations in India is generally from the middle-rich peasantry with a small percentage of poor peasants. The commercial farmers have found the utility of organized activity and quite often lead the agitations on the basis of the problems facing the entire peasantry in general and the rich in particular. 8. Other Groups in Modern Sector In addition to large-scale and influential business, trade union and kisan groups, there also exists various professional and occupational groups, especially in the towns and cities. These include employees associations, lawyers associations, teachers associations, students unions, consumer interest associations, and specific groups with various issues emerging from time to time. Their strategies range from arousing public opinion through the various media in favour of issues they want to project, to organizing massive demonstrations and sometimes strikes, to pressurising

Accountability and Control NOTES Self-Instructional Material 65 the government for conceding specific demands or change in policy line. Most of these groups are effective at local or state level. 9. Caste Groups In certain areas, the formation of caste associations began in the early years of this century. In the early stages of its awareness, as a competing entity which could gain strength by organization and by throwing out of links beyond immediate locality, the castes organizations concentrated on ritual status rather than directly on political or economic rights. But after a while, (and the stages tended to be increasingly telescoped with the faster pace of social change) the aspirations took a more material form. The meaning of caste itself has changed in the encounter between tradition and modernity. By creating conditions in which a caste's significance and power are beginning to depend on its numbers rather than on its ritual and social status, and by encouraging egalitarian aspirations among its members, the caste association is exerting a liberating influence. 10. Communal Groups There are also groups based on religion. However, the communal interest groups are not of rich variety and texture. But a tendency towards the crystallization of communal groups seems evident. Cases of Indian Christian Conference, the Chief Khalsa Diwan and Vishwa Hindu Parishad, etc. may be cited as examples. Similarly, there are several Muslim groups which have sought to change the government policy. Also in the process of economic change and social mobilization, India's increasingly participant communities have grown more politically self-conscious, and this self-consciousness not only depends on existing cleavages but also makes them to pressurize the system as organized groups. Style of Operation of Pressure Groups The nature and characteristics of the pressure groups in a society depend mainly upon the governmental structure, its activities and the socio-economic milieu. The various groups in India operate within the federal and parliamentary nature of the polity, the division of powers, at the regional level between the state and local levels, as well as the within process of development and transformation taking place in India. Role of Pressure Groups There are various organized interest groups that make use of a 'pressure system' for getting their claims accepted by the decision-makers, though they have been slow to develop. These groups in India are a form of linkage and means of communication between the masses and the elite. They provide scope for expanding participation and their institutionalization is a critical element in the development of a responsive political system, for they are barometers of the political climate by

Accountability and Control NOTES 66 Self-Instructional Material which decision-makers can make and assess policy. While the interest groups make demands upon society for the benefit of its members, it also serves to restrain them. Interest groups not only act as agents of interest articulation, but they also increase the political consciousness and participation of their membership and democratic achievements, although they may strain the responsive capacity of the system. In addition, interest groups may be reservoirs of political leadership. Most importantly interest groups vehicles for social integration. However, in a society whose resources are limited, demands may far outrun the capacity of the government to respond. Rational economic planning may come into conflict with the exigencies of democratic response, forcing the decision-makers to consider demands as such illegitimate and to argue that the compulsions of a backward society require restriction of political access and democratic competition. In the name of rationality and public interest, the decision-makers have often turned deaf ear to the demands of interest groups. On the one hand group pressure in India has been directed toward influencing the administration and implementation of policy rather than its formation. On the other, interests are articulated not always through collective channels; nor does pressure always take the form of group pressures. In spite of the existence of highly differentiated structures of interest articulation, individual business houses, for instance, have placed continued reliance on individual approach. Also in the given situation, pressure is only one of the methods used by various interest elites for the purpose of influencing the decision-makers. Money is the most important instrument to be used for the purpose of forcing the decision-makers behave in certain ways. Apart from this, however, personal ties are also used to achieve the desired ends. Thus, as a whole, while political mobilization has extended the identity horizon of the Indian masses in widening participation and involvement, interest groups have been unable to provide the institutional channels or access to structure and order what Myron Weiner, an American political scientist, has called the 'emergent mass political culture'. Political parties have assumed this critical role. Non-Governmental Organizations Non-governmental organizations, or NGOs, were first called such in Article 71 in the Charter of the newly formed United Nations in 1945. While NGOs have no fixed or formal definition, they are generally defined as non-profit entities independent of governmental influence. NGO activities include, but are not limited to, environmental, social, advocacy and human rights work. They can work to promote social or political change on a broad scale or very locally. NGOs play a critical part in developing society, improving communities, and promoting citizen participation.

Accountability and Control NOTES Self-Instructional Material 67 3.4.1 Media Democracy is based on the extension of freedom of expression as well as social justice. The media should also respect the professional and ethical principles of press freedom. The primary ethos of journalism are as follows: x Objectivity x Fairness x Accuracy It is true that journalists are professionally obligated to tell the truth. For that they have to first overcome psychological hurdles to discovering and maintaining facts. Only then will a journalist be able to report objectively sans subjective perspective and bias. Although each reporter would have an opinion or bias, be it political, religious or of any other type, their reporting need not be biased. It is possible for a journalist to surmount his/her individual standpoints in news reporting by being conscious of the bias and detrimental effects of perspective. The work 'objectivity' refers to concentration on matters that are independent of mind or a presentation of an external world, which is observable or verifiable, especially by a scientific method. In journalistic language, objectivity is a set of canons based on the notions of balance, fairness, lack of bias, accuracy and neutrality. The challenges of sustaining journalistic independence and objectivity, and sticking closely to facts in news reporting are the primary moral obligations of journalists. In a nutshell, journalists should maximize truth telling in public interest. Journalists are duty bound to report truth. Many scholars have theorized about truth, indicating that there is no one truth. In other words, a situation may be made up of multiple realities. A journalist's primary task is to present the facts of a story that reiterates the truth of what happened. Journalists should not include assumption and pass judgment. Their opinion should be clearly separated from the presentation of news. Mary Beasley, a South Australian ombudsman in 1985, was fairly aware of the multiplicity of reality when she spoke in a press conference that objectivity is a myth. According to her, discrimination is a fundamental part of human nature, and it is very difficult to remain objective. In objective journalism, both reporters and editors make choices regarding what questions to ask and what information to present, based on a complex set of assumptions, biases and traditions. Even a news story that contains only facts is a representation of opinion in the manner of an editorial judgment. Someone has to choose the angle, structure, sources and facts included within the piece. Fairness can be achieved if the journalist makes an effort to present a balanced story that carries differing points of view. One of the most important rules of journalism is to never trust a single source and seek out multiple independent sources of information. This ensures accuracy of the information provided.

Accountability and Control NOTES 68 Self-Instructional Material It may be interesting to examine the journalistic objectivity in three specific areas of news reporting, which are as follows: x Non-involvement in news reporting: Do journalists breach professional ethics if they become part of a story, rather than being mere observers? This is not a simple question to answer. It may be impossible for a journalist who is at the scene of a dramatic event such as a war, to not become a part of an event. At times, their very presence at the event becomes newsworthy. In fact, the minute a reporter gives a live feed with commentary, she/he has already placed herself/himself in it. But can news reporters avoid contaminating the events that they cover by their presence? To be truly objective, an observer and particularly a reporter must maintain a certain distance from the events taking place. For instance, can a reporter give an objective account of events surrounding activities of terrorists if he has been personally threatened by its members? Or what if a reporter becomes so sympathetic to their cause that he can no longer realize the ruthlessness of their methods? The situation will almost be the same for a person who holds stocks of a corporation, and is reporting on its prospects. If the journalist's interests are at stake, including emotional interests, then the journalist's point of view may become coloured. If journalists cannot be expected to report objectively, then their truth telling abilities come into question. But in some cases, it is physically not possible for journalists to have first-hand information unless they become part of the stories on which they are reporting. The problem is noteworthy in situations of war when journalists have to become part of the action that they set out to cover. These embedded journalists often depend on the army for their security. In such situations, empathy is a plausible emotion, in addition to censorship imposed by the military. x Perspective and orientation in news reporting: Complicated matters often involve the motives and intentions of the reporters in situations where potentially conflicting interests can skew the reportage of facts. Perspective and bias are two potential obstacles to truth telling. Take for instance a difference in perspective for two people beholding a car incident from two completely different locations of the scene. One observes it from the window of a car going by and another from the window of the building along the road. The person from the car will be able to observe the facial expression of the driver and the immediate surroundings. But the person regarding it from the building will have a bird's eye view of the accident, including the traffic situation on the road. Undoubtedly, their understanding of the situation will be different. Therefore, a reporter must keep an open mind to different perspectives.

Accountability and Control NOTES Self-Instructional Material 69 x Political and other forms of personal bias: Bias is a tendency to interpret and report on things in a particular way that favours a position with which a reporter feels sympathetic. Bias can either be deliberate or subconscious. Telling the truth is not simply a matter of getting facts right but also of communicating them as facts without excessive opinionating of a verbal or non-verbal sort about their value. Let's say that a politician is being questioned by the police. This is potentially valuable information, but if the reporter in reporting the incident so, rolls his eyes, or turns his head in disbelief and disapproval, then he is communicating more than what is just represented by the facts of the news. This bias is usually visible in the tone and facial expressions of television reporters when they come before the camera. Considering that our legal system maintains that a person is innocent unless proved guilty, this kind of communication generates a bias among the audiences. Since reporters are not always aware of their own biases, they can be a difficult matter to avoid where they exist. So, does that mean that reporters are not entitled to have political opinions or commitments of their own? Any individual cannot avoid bias in his or her thinking as to be biased means having developed a perspective on questions of vital importance to the society. However, the reporters need to make principled decision to avoid any indication of personal bias, first by avoiding any indication of bias in their news reporting, and secondly by adjusting the content of their reporting by avoiding the expression of bias. Generally, the following principles should be kept in mind by newsmen while writing, presenting and evaluating news reports: x Public interest: Journalists should serve the general welfare by keeping people informed, and enabling them to make judgments on all contemporary issues. x Truth and accuracy: Journalists should strive to ensure that the information disseminated has been honestly conveyed, and that it is accurate and fair. x Verification: It involves seeking out multiple witnesses and disclosing as much as possible regarding the sources. The concept of verification is what distinguishes journalism from the other modes of communication like propaganda, fiction or entertainment. x Fairness: A journalist's basic goal should be to present the news impartially and to treat the readers, news sources, advertisers and all parts of society honestly and openly. x Distinguishing fact and comment: The press should be able to distinguish clearly between comment, conjecture and fact.

Accountability and Control NOTES 70 Self-Instructional Material x Accountability: Journalists should do their utmost in order to rectify any published information that is found to be harmfully inaccurate. x Independence: Journalists should not have any obligation other than the public's right to know. They should avoid conflicts of interest, whether real or perceived. x Originality: A journalist's reports and story should have original content, language and phrasing. CHECK YOUR PROGRESS 7. Name some of the most remarkable formation of pressure groups in pre-independent India. 8. Give examples of associational interest groups in India. 9. What are the primary ethos of journalism? 3.5 PUBLIC HEARING The primary requirement of any democratic system is to provide appropriate platform to its citizen for the expression of their views and protection of human rights. Public hearing (PH) is one of the process in which opportunity is provided to the affected people so that they can express their views before the competent government agencies. The affected or interested parties are given opportunity to submit their views for the discussion before the representative commissioner appointed by the administration or government, empowered with certain authorities. Any organisation or person can attend a hearing, either to speak to a submission or simply to observe the proceedings. The Commissioner with proper approval of the competent authority is authorised to hear the opinion of the affected parties in a public forum. In India process of PH has been practiced for about last three decades. The different aspects in the PH process have not been sufficiently touched upon by most researchers so far. The objective of public hearing is to maintain the transparency in the system with following main objectives: Accountability and Control A system is said to be accountable if it bears the characteristics of responsibility and answerability to the stakeholders. The government or organisation or any authority of the government is accountable for the public welfare and their welfare interests for overall development. Control in any democratic system can flourish only when it has proper accountability of government and administration as well as control. The control is necessary to maintain the democratic system as well as to maintain the proper mechanism of the system. In a parliamentary and democratic system of governance

Accountability and Control NOTES Self-Instructional Material 71 there is the political executive government and the permanent executive as bureaucracy. The permanent and temporary executives of the administration are controlled through several means including accountability. Accountability and control is ensured in a parliamentary system through various means such as: 1. Internal control and accountability (A) Budgetary control (B) Personnel management control (C) Organisational and method/management control (D) Administrative ethics and professional standards (E) Leadership 2. External control and accountability The controls within the constitutional machinery (Legislative, executive, Judicial) is an integral part of proper functioning of any system. Public control is checked through various mediums like media, interest groups, voluntary organizations, civil society, Citizen's Charters, Right to Information, social audit. Public hearing can be considered as a tool to ensure the accountability and control on the system through various means. Various measures have been taken in the democratic system to maintain the control and accountability. Public opinion and public hearing comes under this category. The bureaucracy is generally change resistant and follows its own rules where the public is concerned. The matters related to the public in a democratic system are to be resolved and presented in a democratic fashion so as to maintain the faith in the system. The public hearing and public opinion are the process through which, dissatisfaction of the people can be converted into satisfactory level. Since the public hearing and public opinion are put forth on the common platform of the public therefore the transparency increases the belief in the system and its democratic nature. There are reasons for public dissatisfaction with the bureaucracy. Therefore, to counter this, the bureaucracy is often seen being directed to coordinate with pressure groups and other voluntary organisations to carry out the implementation of public policies and this is how they connect with the people to maintain their status. Public administration also focuses to enhance the interaction between citizen and administration to resolve the various social issues through mutual discussion and putting public opinion in general discussion unbiasedly.

Citizens and administration are interconnected and interdependent as the job of public administration is to protect and provide services to citizens and they receive their salaries and funds from the taxes the citizens pay.

The healthy relationship between citizen and administration helps in ensuring the achievement of objective set by a welfare state in a democratic system.

Accountability and Control NOTES 72 Self-Instructional Material In the recent past the general awareness of the public has gone up due to the extension of information among the masses through various mediums of communication. The increased general awareness of the people has helped to realise their rights in the democratic system as well as their responsibilities. The civil society of the democratic system is trying hard to make the system more transparent and the nation as a welfare state. Eminent lawyers and social workers are actively participating in the public hearing on the common issues related to the citizens. Due to continuous campaigns made by the Civil Society the Government of India is also working positively in this direction to provide appropriate for the discussion of the issues raised by the Civil Society and by the public opinion. In India, Central Administrative Tribunal deals with different grievances of public or government employees at All India Services basis and their service matters. The State and Joint Administrative Tribunals deal with employees of State public services. Government of India has constituted various public opinion as well as public hearing platforms to resolve the general issues of the public. The Industrial Tribunals, Income Tax Tribunals, Railway rates tribunals etc., deal with citizen's grievances concerned with that subject matter. 3.5.1 Social Audit The method by which the organization's or an administration's social and ethical performance is measured, reported, understood and improved is known as social audit. It acts as a bridge to connect the gaps between the pre-set goals and reality and the effectiveness and efficiency. The voice of stakeholders, as well as the marginalizes are given an importance through social audit. The process influences governance. The main purpose of undertaking a social audit is to make sure that the transparency and accountability of the local governance is kept intact. But then can social audit be called as development? Not really. The major area of interest in social audit is to highlight and take an impact analysis of the neglected social impact of the policies whereas development audit works on a much broader scale including assessment of not only social but also economic, and environmental efficiency of a programme or project. Objectives of social audit The following are the objectives of social audit: x Promoting awareness about the productive services and their vendors to the beneficiaries x Assessing the impact of the policies in connection to the stakeholder's interests as well as that of the marginalized x Enhancing the efficiency of the listed or drawn up programmes and initiatives

Accountability and Control NOTES Self-Instructional Material 73 x Identifying the physical as well as financial gaps between the needs and resources for a project x Studying the opportunity cost that is incurred due to delay or non-availability of the benefits of accessing the public services Advantages of social audit x Promotes participation of the community x Encourages the practice of local democracy x Contributes to the creation of social capital and human resources x Encourages the community to train for local planning by participation x Breeds the social responsibility and promotes collective decision making CHECK YOUR PROGRESS 10.

What is the primary requirement of any democratic system? 11. Who deals with the different grievances of public or government employees at All India Services basis? 3.6 SUMMARY x In the contemporary society, the state plays an important role in the socio-economic development. The success of democracy and development depends to a great extent on the efficiency of the government machinery. However, in the exercise of administrative powers, there is always a possibility of malpractices. The issues of corruption, transparency and accountability are not only related to each other, but need to be addressed at all levels simultaneously in order to be meaningful. x Forms of corruption include bribery, extortion, cronyism, nepotism, patronage, graft and embezzlement. Corruption may facilitate criminal enterprise such as drug trafficking, money laundering, and human trafficking, though is not restricted to these activities. x There are various institutions in India for dealing with corruption. The Central Vigilance Commission is one among them. The Commission receives complaints against corruption and malpractices directly from the aggrieved citizens. It can also gather information about the same from Press reports, audit reports, various department enterprises concerned, allegations made by members of Parliament, and reports of parliamentary committees. x The legislative branch or the Parliament consists of two Houses: the Lok Sabha (House of the People), the Lower House, and the Rajya Sabha (Council of States), the Upper House.

Accountability and Control NOTES 74 Self-Instructional Material x The executive branch is headed by the President, who is the Head of the State, and exercises his or her power directly or through officers subordinate to him. Executive branch of government has exclusive authority and responsibility for the daily administration of the state bureaucracy. x The Indian judiciary is the extension of the British legal system, set up by the English in the mid-19th century in which customs, precedents and legislative law have validity of law. In India, there are various levels of judiciary, in which different types of courts have different styles of judges. x Pressure groups operate actively, especially in a representative government committed to the realization of the ideal of social service state. The state also makes itself increasingly dependent on them while handling its sphere of planning and social service. x The genesis of the pressure groups may be traced back to the pre- Independence days when a large number of pressure groups existed to put forth their reasoning and argument before the British government in order to pressurize it and to seek concessions and privileges for the members of the pressure groups. x In the post-Independence times, the processes of democracy and development provided a fertile ground for a huge number of pressure groups to come into existence. x In general interest groups are classified into the following four types. o Institutional interest groups o Associational interest groups o Anomic interest groups o Non-associational interest groups x Democracy is based on the extension of freedom of expression as well as social justice. The media should also respect the professional and ethical principles of press freedom. x The primary requirement of any democratic system is to provide appropriate platform to its citizen for the expression of their views and protection of human rights. Public hearing is one of the process in which opportunity is provided to the affected people so that they can express their views before the competent government agencies. The affected or interested parties are given opportunity to submit their views for the discussion before the public form and its representative commissioner appointed by the administration or government, empowered with certain authorities. x The method by which the organization's or an administration's social and ethical performance is measured, reported, understood and improved is known as social audit. It acts as a bridge to connect the gaps between the pre-set goals and reality and the effectiveness and efficiency.

Accountability and Control NOTES Self-Instructional Material 75 x The voice of stakeholders, as well as the marginalizes are given an importance through social audit. The process influences governance. The main purpose of undertaking a social audit is to make sure that the transparency and accountability of the local governance is kept intact. 3.7 KEY TERMS x Corruption: It is the personal use of public office in violation of rules and regulations. x Objectivity: It refers to concentration on matters that are independent of mind or a presentation of an external world, which is observable or verifiable, especially by a scientific method. x Public hearing: It is one of the process in which opportunity is provided to the affected people so that they can express their views before the competent government agencies. x Social audit: It refers to the method by which the organization's or an administration's social and ethical performance is measured, reported, understood and improved. 3.8 ANSWERS TO 'CHECK YOUR PROGRESS' QUESTIONS 1. Forms of corruption include bribery, extortion, cronyism, nepotism, patronage, graft and embezzlement. 2. Police corruption is a specific form of police misconduct designed to obtain financial benefits, other personal gain, or career advancement for a police officer or officers in exchange for not pursuing, or selectively pursuing, an investigation or arrest. 3. Nittoor Srinivasa Rau, was selected as the first Chief Vigilance Commissioner of India. 4. Legislature, most commonly known by the name parliament, forms the first important organ of a political organization. 5. The executive branch is headed by the President, who is the Head of the State, and exercises his or her power directly or through officers subordinate to him. 6. The chief judicial magistrate is the head of the criminal courts within the district. 7. Most remarkable formation of pressure group in pre-independent India was the formation of the All India Trade Union Congress in 1920 and the

Accountability and Control NOTES 76 Self-Instructional Material All India Kisan Sabha in 1936 that opened new chapters in the book of pressure groups. 8. Associational interest groups in India are Federation of Indian Chambers of Commerce and Industry (FICCI), Trade Unions such as All India Trade Union Congress (AITUC), teachers', associations, students' unions, etc. 9. The primary ethos of journalism are as follows: x Objectivity x Fairness x Accuracy 10. The primary requirement of any democratic system is to provide appropriate platform to its citizen for the expression of their views and protection of human rights. 11. In India, Central Administrative Tribunal deals with different grievances of public or government employees at All India Services basis and their service matters. 3.9 QUESTIONS AND EXERCISES Short-Answer Questions 1. Write a short note on the evolution of

the Central Vigilance Commission in India. 2. What are the functions of the parliament in India? 3. Briefly explain the different types of executives in public administration. 4. Write a short note on judicial review. 5. What is the role of pressure groups? 6. Briefly explain the concept of public hearing and measures of maintaining accountability and control. 7. Write a short note on the objectives and advantages of social audit. Long-Answer Questions 1. Examine the concept of corruption and its various types. 2. Explain the functions, role, appointment and removal of the Chief Vigilance Commissioner in India. 3. Discuss the functions of legislatures. 4. Describe the organization of judiciary in India. 5. Explain the different types of pressure groups. 6. What are the specific areas of news reporting where journalistic objectivity applies? Discuss.

Accountability and Control NOTES Self-Instructional Material 77 3.10 FURTHER READING Bharat Bhushan Gupta. 1975. Problems of Indian Administration. Allahabad: Chugh Publications.

Arora, Ramesh Kumar. 1995. Indian Public Administration: Institution and Issues. New Delhi: New Age International.

Basu, Rumki. 1994. Public Administration: Concept and Theories. New Delhi: Sterling Publishers. Mishra, Sweta and Alka Dhameja.

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New Horizons NOTES Self-Instructional Material 79 UNIT 4 NEW HORIZONS Structure 4.0 Introduction 4.1 Unit Objectives 4.2 Post-Modern Perspectives 4.3 Science and Technology and Public Administration 4.4

New Public Service 4.5 Good Governance 4.6

Summary 4.7 Key Terms 4.8

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Answers to 'Check Your Progress' Questions 4.9 Questions and Exercises 4.10 Further Reading 4.0 INTRODUCTION

You have learnt the classical, and modern approaches to public administration. But society is a dynamic concept and it is ever changing with times and it is only natural that the public administration system too changes with time. In this unit, you will learn the recent developments in the public administration theory. This will include a discussion on the post-modern perspectives, the relationship with science and technology, the concept of new public service and the importance of good governance. 4.1

UNIT

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OBJECTIVES After going through this unit, you will be able to: x Discuss the post-modern perspectives of public administration x Examine the relationship between science, technology and public administration x Explain the concept of new public

service x Describe the

concept of good governance 4.2 POST-MODERN PERSPECTIVES About twenty years ago Charles Fox and Hugh Miller (1995) had published their work in Postmodern Public Administration. This study has provided a very strong case for public administration and related policy making through specific model. Similar other academic work was done around the same time to discuss the theories within the discipline of public administration.

New Horizons NOTES 80 Self-Instructional Material Postmodern Public Administration Theory It seems appropriate to discuss about the postmodern public administration theory before understanding its perspectives. However, experts are of the view that the universally accepted definition of postmodern public administration when using a modernist framework is quite difficult (Farmer 1995). Many research scholars have given their own views to describe the postmodern perspective with regards to the public administration. The concept of real and unreal also seems important with regards to the hyper reality of modernity as stated by (Baudrillard, 1984). Modernity is hyperreality—the blurring of the real and the unreal. It is thought as a process of consistently meaning making and it is more or less concerned with the values and more importantly fruits specifically after the emergence of industrialisation. The industrialization, innovation of computer and computer related technologies have appeared to be the main driving force in the changing of Public Administration and its theories. Additionally, the change in the form of labour force as well as emergence of the new service sector became more and more important in the present society around the world. As far as the service sector is concerned, organizations and stakeholders are of extreme importance for the development of both. The theorists of postmodernism believe that the organisation can only grow when it helps in the development of bilateral interest growth. An organisation can only achieve its goal when it is aiming at the benefit of the all stakeholders including the individual in the organisation as well as the consumers. Postmodern public administration (PA) theory basically seems to be influenced by and large by the behavioural as well as humanistic school of thoughts. The work carried out in the academic terrain contributed by many researchers some of them are: Hawthorne experiment interpreted by Barnard (1948), X & Y Theory of Mcgregor (1960) and New Public Administration (Minnowbrook, 1968). Some academicians have put their views in the perspectives of postmodernism and observed that

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public administrators and public agencies are not and cannot be either neutral or objective.

Public administration and executive authorities cannot be neutral to perform their responsibilities towards the whole system for its proper working. Therefore, emphasis has to be on the building of post behavioural and post positivistic logic in the public administration to make the modern concept in this area. Public administration should be more and

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more democratic, more adaptable, more responsive to changing social, economic, and political circumstances (Marini, 1971).

Until and unless the public administration and its policies are not in line with the democratic system its success is doubtful therefore the theorists have emphasized on making public administration theories according to the changing socio-economic and political conditions of the world. The reference point for many of these sociologists for the glory of modernity is taken from the Marxist perspective, for instance Marx (1987) has viewed modernity as the advances brought about by the transition from traditional societies New Horizons NOTES Self-Instructional Material 81 to capitalism. The modern theorists have however criticized the capitalistic theory of Karl Marx stating that his theory was only restricted to the critique of the capitalistic system. Furthermore, modern scientists have criticized the limitation of Marxist theory stating that it is restricted to the alienation of labour force only. On the other hand, the various thoughts in defining problem of the modern world was the expansion of formal rationality at the expense of the other types of rationality and the resulting emergence of the iron cage of rationality. Weber emphasizes the advantages of bureaucracy over earlier organizational forms. Classical theories of sociology are summarised in the modern perspective by Giddens (1990) with the following important conclusions: Capitalism is by and large characterized by the production of commodities in the industries, ownership of private property in the form of capital, working class and their exploitation, etc. Industrialism, is another face of transformation of society in which the use of inanimate power sources and machinery to produce goods take precedence. In this phase, the change in the means of transportation and communication have transformed the society. The other important aspect of modernity is related to the military power and used to control the violence and for the safety of the nation. According to the view of Rostow (2006), the characteristics of a modernized society can be seen 'as a highly differentiated and functionally specific system of governmental organization'. The other aspects of postmodern public administration theory speech about the dialectics in the society in various spheres including interaction of contradiction, image and reality, black and white, colonial and postcolonial, local and global, etc. Apart from this, the imagination is considered against rationality. It helps in developing the art of creative management, which focuses on 'thinking outside the box'. The concept of thinking outside the box have forced towards the deconstruction of meaning, efficiency of the system, control on the executive and public administration, to enhance the effectiveness of the public administration through the new policies according to the need of change. There are a number of postmodern approaches specifically in the terms of nation state relations. As far as the postmodernist perspective is concerned in the public administration domain the approach realises the influence of wealth in politics as well as deposition of power and its use by the interest groups that degraded the political as well as social system and questioned the legitimacy. The public administration in this domain has systematically helped in pointing out the major issues causing corruption in the system and suggested appropriate ways to eradicate the unwanted and uncontrolled policies from the system so as to maintain the legitimacy among the population towards the administration as well as the government for the overall growth of the society and nation as a whole.

New Horizons NOTES 82 Self-Instructional Material The various approaches to study the post-modernistic view in the public administration have been developed by the sociologist and political scientists and helped to develop various means of understanding this complicated issue in the changing world scenario specifically after the globalisation and its impact on the world society. 4.3 SCIENCE AND TECHNOLOGY AND PUBLIC ADMINISTRATION Science and information technology enable us to convert data into useful information and has a significant impact in the field of public administration as well its theoretical basics. There are number of implications of science and technology in the field of public administration. Primarily information technology and science can be seen in the theories related to public administration. Decision making is an important aspect in public administration and therefore better decisions can be taken on the basis of information and scientific background. With more information an administrator has better policy making options. Simultaneously, the information with scientific approach can result in better outcome from the various existing welfare programs. The present internet based information data is enormous and helpful for the administrators for the preparation of better developmental programs for the concerned. The information technology and science is being used as a research tool for the solution of previously intractable problems. Appropriate data and scientific perspective is mandatory for purposeful research in which the science and technology has proven its role. The research in the field of public administration can be carried out in a meaningful manner by using information technology to come up with the new solutions of the previously faced problems and also solutions for the problems to come in the near future before the public administrator for the better development of overall society. The information technology and science has been already established as an agent of change. The changes in society have been brought by the development of science and information technology undoubtedly. That established theories of public administration are revised on the basis of the changes felt by the society in general and therefore appropriate suggestion can be made to cope up with the impact of change. Last but not the least learning is a continuous process and more importantly learning by doing and the manner through which practice improves theory is considered. Science and technology has unique impact on the continuous learning process in the field of public administration.

New Horizons NOTES Self-Instructional Material 83 Almost all public sector, companies government organizations and commercial establishments are presently employing a computer. A computer can be upgraded and utilized more efficiently with a variety of tools rather than any single one. The use of advanced based techniques in development administration helps in increasing the analysis from the available data to make the most suitable plan for the development. The goals of an organisation can be achieved with the help of computer based programming and statistical analysis. The scientific knowledge as well as use of computer related techniques are becoming integral part of the business activities; development administration is not an exception for that. Even the application of scientific techniques and information technology helps in the quick decision making based on the analysis of the available data. There are multiple tools available through the computer and information technology such as word processing, spreadsheet, statistics, and database management programs. Beyond these, web authoring software, presentation graphics, optical character recognition (OCR), and project planning and management software can be helpful depending upon the job at hand. Due to advancement in technology, the field of public administration is also aimed at conceptualization of new and emerging practices so as to integrate various environmental concerns to help government and other organisations. The conceptualisation of emerging practices helps in the development of sustainable policies for the overall growth and protection of the environment either. The changing environment and its protection from the pollution and other harmful impacts has become a key issue before the administrators. Therefore application of scientific techniques and information technology helps in dealing with the issues related to the environmental degradation and to maintain the sustainability. The weather forecasting system and prediction of the weather depends upon the scientific analysis and the data collected through the information technology from various segments of the geographical locations. It not only helps in the creation of awareness but helps in taking consequent preventive actions to maintain the sustainability. There also seems to be an agreement in the literature that stakeholder engagement and participatory processes play an important positive role in developing and implementing sustainability policies at the local level. The particular issues of poor air quality different types of pollutions are nowadays being taken care with the help of scientific techniques and information technology. The public administration has to announce the warnings related to the bad weather conditions as well as preventive measures can be suggested in time, so as to minimise the expected loss. The public administration has to deal with the natural calamities also in different geographical locations. The increased use of Information Technology helps in dealing with such disasters with quicker response time. There is little research available examining how sustainability and environmental concerns affect public administration practices worldwide.

New Horizons NOTES 84 Self-Instructional Material Despite active development in the recent decades, sustainable policies and practices are a relatively new focus for public administration bodies. Yet the scientists and computer experts are trying to innovate better and feasible techniques to deal with time based changes in the existing administrative and bureaucratic structures. However, the existing administrative and bureaucratic structure has to adopt these emerging innovations in their system so as to deal with the consequences of the changes on the society in general. In India also the use of information technology in various public administrative activities are being undertaken. The change in infrastructure of the existing public administration configuration is being provided with the advanced scientific tools and information technology. The broader expectations from the society is now a days looking forward towards the public administration as well as government agencies to adopt the most advanced innovations in their existing infrastructure so as to achieve the development goals for the betterment of the society by using available Information Technology tools. CHECK YOUR PROGRESS 1. What seems to be the inspiration behind the postmodern public administration theory? 2. List some of the tools available through computer and information technology relevant for public administration. 4.4 NEW PUBLIC SERVICE In most of the countries in the world,

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New Public Management (NPM) is an approach to running public service

organizations that is used in government and public service institutions and agencies.

The approach is being used at state level as well as on the national level in our country for the purpose of administration. The term new public management was initially introduced by academics in some developed countries (the UK and Australia) to describe approaches to understand this phenomenon theoretically. The main objective behind the development of such approach was to improve the efficiency of the system through the introduction of private sector management model. This approach could also be seen as an attempt to make the public services 'business-like'. Since the development of private sector organisations have shown significant increase in the business and profit. The justification given for the success of private sector was to take care of the customer and related services. The approach related to NPM has suggested certain reforms in the existing system and structure of the services so that the central focus of the service should be given to the customers. NPM reforms often focus on the 'centrality of citizens who were the recipient of the services or customers to the public sector'.

It was a new experiment in the field of service sector and the reformers have tried

New Horizons NOTES Self-Instructional Material 85 several experimental models using decentralized service delivery models. The approach has emphasized on giving more freedom to the local agencies in delivering services and other facilities, considering the consumer as the ultimate source for the growth of the business for any organisation. And in case of public administration it may be citizens who are getting benefited from the development administration and therefore the satisfaction of the citizens of any society from the developmental activities as well as welfare programs is the main aim. In some other experiments, the reforms related to NPM have focused on the use of e-government consolidated program or service to a central location to reduce costs. However, the ultimate objective and the key themes in NPM were '

financial control, value for money, increasing efficiency ..., identifying and setting targets and continued monitoring of performance, handing over ... power to the senior management

executives'. Performance was assessed with audits, benchmarks and performance evaluations. In developed countries during the progressive movement the research related to the different activities of urban management work address believed that efficiency was the best solution to the problem of corruption and incompetence. These progressive reformers imported techniques and studies from scientific management (e.g., on efficient street paving and snow removal). They were the first to use performance indicators to benchmark the efficiency of public organizations, one purpose of which was to identify corruption (Schechter, 1989). Many reformers felt the need of introducing new approaches to address the issues faced by the public administration as well as development administration and accordingly new concept of management were suggested. Some of the notable principles are listed below: x Principle was established to describe the various division of the works and related specialisation of the services. x Homogeneity is an important aspect of any service sector therefore the principle of homogeneity was introduced. x The unity in an organisation as well as control of the administration on the workforce is a decisive factor for the success of any business therefore the principle of unity of command. A well defined hierarchy among the duties and responsibilities of the employees and administrative positions in an organisation has to be well-defined. The flow of decision should be distinct and clearly understood at every state of the hierarchy therefore the reformers have developed

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the principle of hierarchy with respect to the delegation of authority.

Any organisation should be accountable to the stakeholders either it may be the customer in the case of business organisation and citizen in the case of any government or administrative position. The smooth operation of any organisation is possible if the people are accountable therefore it is dealt with the help of the principle of accountability.

New Horizons NOTES 86 Self-Instructional Material The limit of control for the administrative and administrative structure at various level should be clearly clarified with the help of the principle of span of control. The staff principle (Gulick, 1937; Urwick, 1937; Mooney, 1937; Graicunas, 1937) from a public-choice perspective introduced several other distinct features in this approach and these deficiencies include a strong tendency toward the accumulation of tasks and resources, toward excessive conservatism, and toward a law-like inability to accomplish certain tasks (Downs, 1966; Tullock, 1965). The accumulation of the task is no more going to help the organisation in its growth and development. The same also seems valid in the case of public administration and the services of the welfare state. The citizen of the state should be treated as useful and important stakeholder in the system; therefore the public administration has to change its principles according to the time requirement. The features mentioned above were then proven to be the foundation of new public services. And the scope of public services is not restricted to the government sector but also extended to the private sector which has exploited this approach for their business growth in various countries and its effect can now be seen in the Indian public service administration in which the emphasis is given on various public private partnership model. The comfortable world of the then conventional public administration has been altered dramatically during the past several decades. This transformation in public administration has come about in part through practice itself, with political leaders, their loyal advisors, and their sometimes less loyal civil servants, developing new mechanisms for achieving public sector goals. Most of these mechanisms for enhanced performance have been founded on the basic premise that public and private administration are fundamentally the same notion of generic management. CHECK YOUR PROGRESS 3. State the main objective of the new public management approach. 4. How is the performance judged in the new public management approach? 4.5

GOOD GOVERNANCE Good governance generally means looking after, the welfare of all in every respect. It may refer to high level of organizational efficiency and effectiveness and a responsive and responsible behaviour on the part of rulers in order to obtain pre-determined desirable goals for the society. To have a comprehensive understanding of the concept of good governance, it would be desirable to take into account the parameters given by various scholars and institutions from time to time. Kautilya's Arthashastra, for example, has dwelt upon several indicators of good governance.

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They include the following features: x Merger of the King's individuality with duties x Properly guided administration

x

Disciplined life with a code of conduct for the king and ministers

x

Fixed salaries and allowances to the king and public servants

x Maintenance of law and order as the chief duty of the king x Theft losses to be made good from king's salary x Carrying out preventive and punitive measures against corrupt officials x Replacement of bad ministers by good ones by the king

x

Emulation of administrative qualities. The gist of these indicators drives one to conclude that the main objective of good governance is to maximize the well-being of the people. As regards their relevance in the present day world, they still hold good. Presently, the concept of good governance is being used in modern western sense which is broadly conceived by the World Bank and Organization for Economic Development (OECD). It emphasizes political and bureaucratic accountability, as

established legal framework based on the rule of law, independence of judiciary,

freedom of expression and information, sound administrative system and cooperation between the government and the civil society organizations. Evidently, good governance implies utmost concern for people's welfare wherein the government and its bureaucracy follow policies and discharge their duties with a deep sense of commitment – respecting the rule of law in a manner which is transparent, ensuring human rights and dignity, priority and public accountability. The need good governance in India has always been indispensable for delivering goods and services to the masses.

The pro-market ideology, which reigned supreme in

the 1980s, argues that the government is

less efficient than markets in

providing services to individuals. The

market firms due to competition and

the

profit motive make a more effective use of given resources than the government agencies, which lack similar incentives.

Also, individuals can choose the services they want to from the market, subject to their income, whereas the government's provision of services leaves them with little or no choice. The NPE

of development, based on market and not the State as the central actor,

has led to a far-reaching reform movement termed as New Public Management. One of the major criticisms of the Reinventing

Movement has been the erosion of public service values in administration. The basic norms of public service such as neutrality,

impartiality, accountability, responsiveness, representativeness, equality, justice, integrity and commitment are being replaced by pro-market values like competitiveness, efficiency, productivity and profitability (Haque, 1998). The

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reforms presented a new orientation towards the State and society, replacing the notion of collective welfare and the shared identity of citizens with a more individualistic ethos. Frederickson (1996), while drawing

out the differences between the new public administration and the Reinventing Movement, pointed out that till latter focused on empowerment of individual customers to make their own choices. The value of individual satisfaction is judged

to be greater than the value of achieving a collective democratic consensus. The proponents of New Public Management, as Dunleavy (1997) points out, have probably overstated the ameliorative effects of public sector management reforms in improving social problem

solving. And they have either completely neglected or under-estimated two indirect effects: The negative impact of some New Public Management changes in reducing till level of citizens' autonomous capacity to solve their problems, and capacity which in most cases

makes a critical contribution to social problem solving. The impact of many New Public Management strategies in increasing the level of problem complexity. For example, disaggregation increases till number of clearance points, competition increases residualization

trends, and incentive offers often reduces trust and increases instrumental behaviour in public sector organizations. Since problem complexity is also a key negative influence on social problem solving, boosting it reduces welfare and offsets the positive direct

impacts claimed by New Public Management strategies. New public management, which occupied a dominant place from the 1980s to the mid 1990s, in the West, attempted to improve public service delivery. There was a mixed reaction towards its impact on public

administration and its relevance. Hughes (1998) summarises that

the administrative paradigm is in its terminal stage and is unlikely to be revived.

It is being replaced by

92%

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a new paradigm of public management which puts forward a different relationship between governments, the public service and the public.

The dissatisfaction about the limited focus on New Public Management arose from several sources: Wicked problems were clearly not adequately solved by public sector organizations, even those which were economical, efficient and effective—indeed, such problems were not even solved when all public services were delivered at high quality. Partnerships with the private sector were increasingly seen as more important than relationships based on antagonistic contracting procedures. Indeed, successful partnerships working with all organizations, in whichever sector they were based, were increasingly seen as being reliant on trust. The role of citizens, as conceived in New Public Management, was increasingly recognised to be too thin and consumerist; they were expected to be

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consulted as service users but their role as members of communities which co-planned, co-designed and co-managed public initiatives was largely ignored or undervalued. In most countries, the major scandals in relation to government performance were often not about low service performance but about failures in the way the government carried out its tasks. The long-term sustainability of economic, social and environmental policies was seen to require an alignment of all strategies and policies; not only within agencies but also between agencies and between sectors (Bovaird and Löffler, 2003). A United Nations Study (2001), which evaluated the positive and negative contributions of the New Public Management philosophy to the state of public administration throughout the world, brought out the strengths and weaknesses of this approach to the world's public sector. The study acknowledged that New Public Management has brought about gains. The only way to reverse some of the negative influences of New Public Management; especially in developing and transitional countries is to create incentives and commit substantial resources to the building of capacity of strong strategic States, which must be both effective and democratic if they are to ensure that the costs and benefits of globalization are evenly spread out within and between countries. The structural adjustment programmes that were introduced as part of aid conditionalities by the World Bank and the IMF aimed at bringing about structural changes in the economies along with increasing the role of market forces, improving the efficiency of the public sector and mobilizing additional resources. These reforms are termed by some as first generation reforms, as several studies indicate, had many repercussions especially on developing countries. These, according to critics, contributed to a decline in national income, an increase in unemployment and could not fulfil the achievement of objectives of higher economic growth and poverty reduction, which resulted in the perpetuation of existing inequalities. In many of the African States, the positive impact of structural adjustments has been minimal due to general underdevelopment, weak markets and States, and limited extent of reforms in other key areas such as health, education, infrastructure and an appropriate regulatory environment. The first set of structural adjustment reforms, in a way, was not considered to be coherent and holistic and these were imposed top down. Gradually, the conception that reigned supreme – that the State is an obstacle to development – appeared to be losing ground. It was being realised that the State is crucial not only for development but also for democratization. There is a strong need for improving governing mechanisms and systems to protect the civil, political and social rights of individuals and communities. This realization has given rise to second generation reforms with focus on State

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institutions, markets as well as civil society. It secured fillip with the propagation of the concept of governance in 1989 by the World Bank. The term governance has been derived from the Greek word 'Kybernan' which means to steer and to pilot or be at the helm of things. It was first used by Harlan Cleveland in the mid 1970s, when he said, what the people want is less government and more governance. He used this in the sense of blurring of distinctions between public and private organizations and multi-organizational systems. It acquired a complex connotation in the later years.

The term governance that has assumed significance since 1989 with its advocacy by the World Bank

was first used in France in the Fourteenth century (Pierre and Peters, 2000). It meant seat of government. The World Bank is said to have reinvented it in a different context as a new approach to development. In its request on Sub-Saharan Africa, Sub-Saharan Africa from Crisis to Sustainable Growth (1989), the bank attributed the crisis of the economy to governance problems. It specially identified phenomena such as widespread corruption, the excessive personalization of political power, the neglect of human rights and the persistence of non-accountable and non-elected governments as being key impediments to sustained development. The dismal performance of these countries raised questions of loss of confidence in the State apparatus. The governing capacity of States was questioned. Governance, the bank implied its high exercise of political power to manage a nation's affairs (World Bank, 1989). The crisis of governance was said to be responsible for ill-defective structural adjustment programmes in these countries. In many countries, governance problems initially were not considered so important for hindering the development process. The Washington Consensus also did not give significance to reforming State institutions to help policy makers perform their role in a market oriented environment. Gradually, the donor agencies recognised that governance issues are important for sustained development and systematic transformation, and need to be incorporated in aid policies. Multilateral agencies initiated the provision of aid linked with the improvement of the countries governing systems. The World Bank also used the concept of good governance for the first time in Sub-Saharan Africa from Crisis to Sustainable Growth. In this report, the bank termed the crisis confronting the region as a crisis of governance. The bank identified certain phenomena such as widespread corruption, excessive personalization of political power, neglect of human rights and persistence of non-accountable and non-elected governments as key impediments to sustainable development. The crisis of governance was said to be responsible for inefficient structural adjustment programmes. Gradually the World Bank widened the governance agenda by qualifying it with certain characteristics and terming it as good governance. The World Bank

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in its subsequent

document titled Governance and Development

defines governance as

the manner in

which power is exercised in the

management of a country's economic and social resources

for

development.

Governance depends on: x The form of political regime (

parliamentary or presidential, military or civilian, authoritarian or democratic) x

The process by

which authority is exercised in the management of a country's

economic and social resources

x

The capacity of government to design, formulate and implement policies.

The bank identifies the major problems of governance, which include improper implementation of laws; delays in implementation; absence of proper accounting systems; defective procurement systems that encourage corruption, distortion in public investment priorities and failure to involve beneficiaries in the design and implementation of projects. The bank indicated symptoms of poor governance. These encompass the failure to establish a predictable framework of law and government, which is conducive to development, abolish regulatory rules that impede the functioning of markets and also nontransparent decision-making. The bank underlines the need for good governance, which is necessary for sound economic, human and institutional development. The promotion of this requires efforts on the part of the citizens also. The document insists that although lenders and aid agencies and other outsiders can contribute resources and ideas to improve governance, for change to be effective, it must be rooted firmly in the societies concerned and cannot be imposed from outside. Four key dimensions of governance were emphasized. These are as follows:

x

Accountability x Legal framework for development x Information and transparency Gradually, governance acquired increasing prominence. The Commission on Global Governance (1995) perceived governance as the sum of the many ways that the individuals and institutions, public and private, manage their common affairs. It is a continuing process through which conflicting or diverse interests may be accommodated and cooperative action may be taken. United Nations Development Programme (UNDP, 1997) viewed governance as the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.

The concept of good governance thus also came into popular usage.

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Good governance aims at achieving much more than the efficient management of economic

and financial resources or public services. It is a

broad reform strategy to make government more open, responsive, accountable and democratic; regulate the private sector and strengthen institutions of civil society.

Good governance is the qualitative dimension of governance. A governance system that enables all-important stakeholders to participate in governing mechanisms, processes and institutions emphasizing decentralization, participation and responsiveness is considered to be good or effective. Good governance is a combination of the efficiency concerns of public management and the accountability concerns of governance. Good governance aims at the following:

x

Improving the quality of life of citizens x Enhancing the effectiveness and efficiency of establishing the legitimacy and credibility of institutions

x

Securing the freedom of information and expression x Providing citizen-friendly and citizen-caring administration x Ensuring accountability x Using IT-based services to improve citizen-government interface x Improving or enhancing the productivity of employees

x

Promoting organizational pluralism-State, market and civil society organizations for governance Good governance relates to enhancing the quality of governance through empowerment, participation, accountability, equity and justice. Without transparent and accountable institutions, and the capacity to develop the policies and laws to enable a country to manage its markets and its political life in an open, but just way, development is not sustainable. The World Bank has defined, good governance as having six main characteristics, which are as follows:

Voice and accountability that include civil liberties and political stability x Government effectiveness, which comprises the quality of policy making and public service delivery x The quality of the regulatory framework x The rule of law which includes protection of property rights x Independence of judiciary

x Curbs on corruption The policy makers, researchers and international institutions attempted to conceptualize good governance and postulate its basic characteristics, which work to reinforce one another. These include:

x

Participation: Considered to be the core of good governance. Governments need to ensure the requisite freedom to the citizens to

New Horizons NOTES Self-Instructional Material 93 participate in the decision-making process, articulate and represent their interests so that these inputs can get reflected in policies and programmes. Participation boosts the independence, confidence, autonomy and self-reliance of citizens. It enables them to influence the decisions and actions of those who are governing them. It fosters responsiveness of policies to the needs of beneficiaries. x Rule of Law: Governance does not imply the arbitrary use of authority. Any governance to be effective needs to be supplemented by a fair legal framework. This should be supported by the appropriate law enforcement machine and an independent judiciary that can instill confidence in the people. x Transparency: This is based on the premise of the free flow of information and its accessibility to those affected by the decisions, which are taken in the governance process. Till information provided has to be understandable and of relevance to those concerned. The provision of information within reasonable limits to the people enables them to comprehend and monitor the activities of the private, government and non-government sectors. x Responsiveness: The earlier governance mechanisms failed in bringing all the stakeholders into their ambit. Presently, till emphasis is more on institutions being responsive to the need, of all those who are likely to be affected by their decisions.

x

Equity: Since the governance structure and mechanisms aim at participation, they need to promote equity. A society's well-being and development depend on ensuring that all till members have a stake and role in it, and are not excluded from the mainstream of activity. x Effectiveness and Efficiency: Good governance, also, similar to New Public Management, aims at effectiveness and efficiency in the usage of resources in consonance with societal needs and demand. Result orientation needs to be the key concern. x Accountability: It has to ensure answerability as well as proper enforcement for violating certain laid down norms. It involves making politicians, administrators, governmental and non-governmental, and private sector organizations accountable for their activities.

x

Predictability: This entails presence of clear-cut laws and regulations that regulate society and economy. In a UNDP workshop on Governance for Sustainable Human Development (1994) certain characteristics of good governance were identified. These include the following:

x Participatory x Responsive to people

New Horizons NOTES 94 Self-Instructional Material x Able to develop resources and methods of governance x

Operates by rule of law x Enabling, facilitating and regulatory rather other controlling x Service-oriented x Sustainable

x Acceptable to people x Fosters equity and equality x Promotes gender balance x

Accountable The World Bank also outlined certain basics of good governance, which have been listed as follows:

x

Operation of rule of law, which involves adequate laws to ensure security and facilitate the functioning of markets, which are adequately enforced through an independent and predictable judiciary and the absence of official corruption.

x

A policy environment, which facilitates economic growth and poverty reduction. This includes sound macro economic and fiscal policies, budgetary institutions, and predictable and efficient regulation of the private sector, including the financial sector. x Adequate investment in people (particularly through public expenditures on basic health and education) and in infrastructure, which involves good allocation of public expenditures between and within sectors. x Protecting the vulnerable through affordable and targeted safety nets, and generally ensuring an appropriate pro-poor emphasis in public expenditures.

x

Protecting the environment, which includes assuring that economic growth does not cause environmental degradation (Shand, 2001) Bovaird and Loffler (2003) list ten characteristics of good governance which have recurred frequently both in the literature and in political and practitioner debates on the subject:

x Citizen engagement x Transparency x Accountability x

The equalities agenda and social inclusion (gender, ethnicity, age and religion) x Ethical and honest behaviour x Equity (fair procedures and due process) x Ability to compete in a global environment x Ability to work effectively in a partnership

New Horizons NOTES Self-Instructional Material 95 x Sustainability x Respect for the rule of law The major ideological push towards good governance as a condition for aid was formulated by the World Bank in its report *Assessing Aid; What Works, What Doesn't and Why* (1998). In this report, the interaction between development aid and quality of governance is established, and it is argued that the impact of aid on growth depends on sound economic management and effective institutions. The report endorsed a selective approach to the disbursement of aid based on policy performance and reform commitment, rather than on the extent of poverty or the developmental needs of a borrowing country. Gradually, it became an aid conditionality imposed by the donors on the recipient countries. Governance, hence, is broader in nature than government. It focuses more on collective action and the networking of various stakeholders. As Stoker describes, governance refers to the development of governing styles in which boundaries between and within public and private sectors have become blurred. The essence of governance is its focus on mechanisms that do not rest on recourse to the authority and sanctions of government. Governance is the set of values, policies and institutions by which a society manages economic, political and social processes at all levels through interaction among the government, civil society and private sector. It is the way in which a society achieves mutual understanding, agreement and action. Governance comprises the mechanisms and processes through which citizens and groups articulate their interests, mediate their difference, and exercise their legal rights and obligations. Governance, though defined variedly, brings out a pervasive, shared opinion that is broader than government. It is more comprehensive in nature and is not just a set of managerial tools. It emphasizes different governing styles and mechanisms that are not restricted to formal sources of power and authority, but creates conditions for collective action. Government is a formal structure possessing authority and power, while governance deals with activities that have the active involvement of citizens. According to Rosenau, government occurs when those with legally and formally derived authority and policing power execute and implement activities; governance refers to the creation, execution and implementation of activities backed by the shared goals of citizens and organizations, who mayor may not have formal authority and policing power. Kettl brings out the difference between government and governance. While government refers to the structure and functions of public institutions, governance implies the way the government gets its job done. Traditionally, the government had managed most of the service delivery and towards the end of the Twentieth century, the government is relying increasingly on nongovernmental organizations for doing its work through processes that relied

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less on authority or control. Kettl looked upon governance as an approach to public administration. Broadly speaking, governance encourages the participation of informal organs such as people's associations, community-based organizations along with formal organs of the State to participate and discharge activities that were earlier in the public domain. Also, the private sector, functioning along market lines and the regulatory framework of government, undertakes functions that have been the prerogative of the public sector. Governance can be said to be a framework within which formal and informal State organs share/power, and exercise rights in clearly demarcated areas. Each component functions within a well-defined jurisdiction under legally recognised rules and regulations. There are two major definitions of governance that have gained importance over the years. Governance as conceived by multilateral organs emphasizes leadership, i.e., the manner in which (State) political leaders manage or use (or misuse) power; whether it promotes social and economic development, or pursues agendas that undermine such goals. This was made explicit in the World Bank's first application of the concept to Africa. Governance was regarded as the single most important if not the sole explanation of Africa's underdevelopment Well-governed countries are led by regime leaders who respect the rule of law, accountability and transparency, and permit the enjoyment of human and civil rights. A second approach to defining governance focuses on the sharing of authority for public management between State and non-State organizations. Governance does not mean that all the bread and butter issues on the New Public Management agenda have become irrelevant. Governance should not but interpreted as anti-New Public Management. Governance is rather the recognition that seemingly technical issues are highly political and may only be tackled by taking a wider political perspective. Moreover, behind all public issues there is a question mark about the relative role of decision making through democratic means, through managerial systems or through professional expertise. In the governance framework, it is not assumed that managerialist solutions are automatically more rational; but on the other hand, it is also not assumed that democratic decision-making channels are always the most appropriate. Governance is an attempt to democratise the efficiency, effectiveness and quality concerns of organizations. There is, no doubt, a distinction between New Public Management and governance approaches. New public management focuses more on processes with a view to achieving efficiency and performance, while governance emphasizes on interaction and cooperative endeavours in realizing desired outcomes. Both the approaches aim at improving quality aspects, while the former is narrow in focusing on service delivery aspects, the latter aims at enhancing the quality of life. According to Bovaird and Loffler (2003), governance-oriented responses in several countries tended to emphasise the following:

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Importance of wicked problems that cut across neat service lines, so that improvement in quality of life is more important than improvement in quality of service need for these wicked problems to be tackled cooperatively, because they cannot be solved by only one agency; thus the need for multi-stakeholder networking

x

Need for commonly agreed upon rules of the game in which stakeholders will stick to their interactions with one another, so that they can trust each other in building new joint approaches to the problems they are tackling extending corporate governance principles into the sphere of public governance

x

Importance of certain characteristics which should be embedded in all interactions that they have with one another, including transparency, integrity, honesty, fairness and respect for diversity Governance, in the context of managerial reforms, assigns a steering and regulating role to the government vis-a-vis the private sector and forges productive partnerships between the government and social organizations. Stoker (1998) postulates five propositions towards the theory of governance. They are as follows: 1. It refers to institutions and actors from within and beyond government 2. It identifies the blurring of boundaries and responsibilities for tackling social and economic issues. This shift in responsibility goes beyond the public-private dimension to include notions of communitarianism and social capital 3. It identifies the power dependence involved in the relationships between institutions involved in collective action 4. It is about autonomous self-governing networks of actors 5. It recognizes the capacity to get things done, which does not rest on the power of the government to command or use its authority However, almost all definitions contain some common elements, which indicate that governance:

x

Assumes a multiple stakeholder scenario where collective problems can no longer be solved only by public authorities but require the cooperation of other players (e.g., citizens, business, voluntary sector, media) and in which it will sometimes be the case that practices such as mediation, arbitration and self-regulation may be even more effective than public action x Deals with formal rules (constitutions, laws, regulations) and informal rules (codes of ethics, customs, traditions), but assumes that negotiation between stakeholders seeking to use their power can alter the importance of these rules

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No longer focuses only on market structures as steering mechanisms, as in conventional New Public Management approaches, but also considers hierarchies (such as bureaucracies) and cooperative networks as potential facilitating structures in appropriate circumstances x Does not reason only in terms of the logic of ends and means, inputs and outputs, but recognizes that the characteristics of the key processes in social interaction (e.g., transparency, integrity, honesty) are likely to be valuable in themselves x Is inherently political, concerned as it is with the interplay of stakeholders seeking to exercise power over one another in order to further their own interests-and therefore, cannot be left to managerialist or professional decision-making elites (Bovaird and Löffler, 2002) Governance, with its emphasis on the rule of law, human rights, empowerment, participatory development, attempts to provide a countervailing force to the excessive managerial orientation. There is an increasing realization that for development to be sustainable, it has to take cognizance of social and political development, and human prosperity rather than just economic development. Under globalization, citizens demands are more diversified and sophisticated. They want choice, improved responsiveness and an assured quality of services. The diminished role of the State, a market-oriented economy supported by a democratic government with an efficient and quality oriented public administration are considered to constitute the formula for both economic development and the well-being of the people. Privatization, deregulation, de-bureaucratization and decentralization are the core political issues. Performance-oriented governance and management strategies are advocated to improve responsiveness and accountability. No wonder that the concept of development management, which has gradually expanded to encompass bureaucratic reorientation and restructuring, the integration of politics and culture into management improvement, participatory and performance-based service delivery programme management, community and nongovernmental organizations capacity building, and policy reform and implementation, is increasingly gaining ground especially in the context of developing countries. 4.4.1 Models of Governance The transition from the governmental form of organization based on hierarchy to New Public Management and then to governance has led to significant transformation in public service delivery. Peters identifies four types of governance models which include:

x Market x Participatory

x Flexible x Deregulated government models

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Market Model: This model relies on markets as the efficient way of public service provision. Bureaucracy is not favoured, as it tends to maximize its own interests as postulated by Public Choice theorists. This model favours decentralization of policy making and implementation, privatization, breaking down of large government monopolies to smaller agencies, quasi-private organizations to deliver public services. Participatory Model: This model is in tune with the reigning theme of public administration in the 1990s, i.e., participation due to influence of the Second Minnowbrook Conference. This model focuses on the participation of the lower echelons of administration, grass root workers and citizens in the decision-making process. Another important feature of this model is the involvement and association of social interests in the governance process. Flexible Model: This model offers alternative structural arrangements within the government through availing the services of part-time employees, temporary workers instead of permanent civil servants and employees. This model assumes that employees are almost an interchangeable part in the governmental apparatus and can be replaced whenever needed. In this model, organizational values and a civil service ethos are considered impediments to good government. Deregulated Model: The deregulated model propagates deregulating the government sector to enable it to undertake new activities aimed at the welfare of society. This aims to remove internal controls in the organization to enable managers function efficiently. Public interest, this model believes, would be better served by a more active and interventionist public sector.

Rhodes summarises the characteristics of governance as follows: x Interdependence between organizations x Continuing interactions between network members, caused by the need to exchange resources and negotiate shared purposes x Networks functioning with a significant degree of autonomy from the State, networks are self-organising x Game-like interactions rooted in trust and negotiations as agreed upon by the network participants Newman postulates some models of governance. They are as follows:

x

Hierarchy Model: This is characterized by bureaucratic power and vertical patterns of relationships following up and down the hierarchies. Here the State exercises control over policy development and implementation through bureaucratic hierarchies. This model is geared towards process orientation, predictability, control and accountability. x Rational Goal Model: This emphasizes efficiency, economic rationalism and managerial authority. It focuses on achieving maximum growth within a short time frame. There is devolution of power and responsibility across a wide range of agencies.

New Horizons NOTES 100 Self-Instructional Material x

Open Systems Model: This corresponds more to the network model of governance propagated by Rhodes and Kooiman. It focuses on the network form of interaction and decentralization of power. According to this model, change is to be brought about through self-organization and self-steering rather than through external intervention. x Self-Governance Model: This model emphasizes the role of civil society in governance, and the relationship between the State and citizens. It aims at building sustainability for fostering relationships of interdependence and reciprocity. This model is becoming popular in several countries as there are increasing efforts to build partnership with citizens in the provision of service. Governance, in general, involves the exercise of political, administrative and economic powers in managing a country's affairs within a democratic framework. Governance as a wider strategy of pursuing development and promoting good government is occupying centre-stage in many countries. It attempts to establish a quality relationship between the government and the governed. Hence, the quality of governance is gaining prominence, as it is necessary for fostering development. Good governance as a prerequisite for promoting people-centred development started gaining the attention of policy makers, academics and international institutions who attempted to conceptualize and postulate its core characteristics. Governance is multi-dimensional in nature. But apprehensions are expressed about the intent of governance as it is in some respects considered to be an extension of the Washington consensus. Also, it began to be perceived as a wider conditionality imposed by the donor countries. It was being felt that governance reforms, as promoted by these countries, are oriented towards strengthening market reforms instead of genuine democratization and attainment of human rights. Governance as a concept as well as strategy has been subject to appraisal. Frederickson challenges the validity and usefulness of the governance concept on five fundamental grounds. He questions the utility of the so-called governance concepts to the students of public administration and public management. The concept of governance is fashionable and the favourite of academics. It appears to be a rehash of old academic debates under a new name. As fashion changes, the utility of concepts of governance could diminish over time. The concept is imprecise, woolly and broad, and connotes several meanings. Governance is said to lack a precise meaning. The concept of governance is freighted with values. Some approaches to governance as public administration reflect anti-bureaucratic and anti-governmental sentiments, limited government and so on. Some models are contextual, based on constitutional, legal, organizational and political influences, and imperatives. The State and jurisdiction-centred understanding of governance broadens the subject and in the process makes it un-public administration like.

New Horizons NOTES Self-Instructional Material 101

Scholars, especially when referring to governance in Europe, claim that it is primarily about reforms and change. World over, investments made in our prevailing institutions, States, nations and governments seem to be devalued and order, stability and predictability are undervalued. The underlying values of governance are not primarily about change, but they are about order. The key elements of governance such as network, inter-organizational and inter-jurisdictional cooperation, public-private partnership are forms of institutional adaptations in the face of increasing interdependence. Governance is often centred on non-State institutions; both non-profit and for profit contractors, non-governmental organizations and inter-governmental organizations. It diminishes the capacity of the core State executive to steer. In the hollow State, conditions of steering are reversed; the State is steered by its governance partners. It is the States and their sub-jurisdictions that deal with the problems of race, poverty and justice. Frederickson derives two important conclusions from the critique of governance. The first is that the governance approach to the study of public management and administration decentralization theory and research, explaining change and reforms rather than the functioning of jurisdictions-States, nations and certain regional or global institutions; which are the dominant and preferred way to practice governance. These jurisdictions provide order, predictability, stability and permanence. The second implication of the critique is that governance theorists persist in looking for an all-pervasive pattern of organizational and administrative behaviour, a general theory, that will provide an explanation for the past and a means to predict the future. Despite the accumulated evidence based on decades of work on theory and the empirical testing theory in public administration, no such pattern has been found.

CHECK YOUR PROGRESS 5. What are the qualities of public administration that were considered to have eroded to new public management approach? 6. Where did the good governance as a condition for aid gain its first push? 7. What is the open systems model? 4.6 SUMMARY x About twenty years ago Charles Fox and Hugh Miller (1995) has published their work in Postmodern Public Administration. This study has provided a very strong case for the public administration and related policy making through specific model.

New Horizons NOTES 102 Self-Instructional Material x Many research scholars have given their own views to describe the postmodern perspective with regards to the public administration. The concept of real and unreal is also seems important with regards to the hyper reality of modernity as stated by (Baudrillard, 1984). x Postmodern public administration (PA) theory basically seems to be influenced by and large by the behavioural as well as humanistic school of thoughts. The work carried out in the academic terrain contributed by many researchers some of them are: Hawthorne experiment interpreted by Barnard (1948), X & Y Theory of McGregor (1960) and New Public Administration (Minnowbrook, 1968). x The reference point for many of these sociologists for the glory of modernity is taken from the Marxist perspective, for instance Marx (1987) has viewed modernity as the advances brought about by the transition from traditional societies to capitalism. The modern theorists have however criticized the capitalistic theory of Karl Marx. x Science and information technology enable us to convert the data into useful information have a significant impact in the field of public administration as well as its theoretical basics. There are number of implications of science and technology in the field of public administration. x The decision making is an important aspect in the public administration and is therefore better decisions can be taken on the basis of information and scientific background. The information technology and science is being used as a research tool for the solution of previously intractable problems. x In most of the countries in the world,

100%

MATCHING BLOCK 108/350

W

New Public Management (NPM) is an approach to running public service

organizations that is used in government and public service institutions and agencies.

x The main objective behind the development of such approach was to improve the efficiency of the system through the introduction of private sector management model. This approach could also be seen as an attempt to make the public services 'business-like'. x NPM reforms often focus on

the 'centrality of citizens who were the recipient of the services or customers to the public sector'.

It was a new experiment in the field of service sector and the reformers have tried several experimental models using decentralized service delivery models. The approach has emphasized on giving more freedom to the local agencies in delivering services and other facilities. x Good

governance generally means looking after, the welfare of all in every respect. It may refer to high level of organizational efficiency and effectiveness and a responsive and responsible behaviour on the part of rulers in order to obtain pre-determined desirable goals for the society.

New Horizons NOTES Self-Instructional Material 103 x

Presently, the concept of good governance is being used in modern western sense which is broadly conceived by the World Bank and Organization for Economic Development (OECS). It emphasizes political and bureaucratic accountability, as established legal framework based on the rule of law, independence of judiciary, freedom of expression and information, sound administrative system and cooperation between the government and the civil society organizations.

x The

negative impact of some New Public Management changes in reducing till level of citizens' autonomous capacity to solve their problems, and capacity which in most cases makes a critical contribution to social problem solving. x

The

role of citizens, as conceived in New Public Management, was increasingly recognised to be too thin and consumerist; they were expected to be consulted as service users but their role as members of communities which co-planned, co-designed and co-managed public initiatives was largely ignored or undervalued.

x

The term governance that has assumed significance since 1989 with its advocacy by the World Bank was first used in France in the Fourteenth century (Pierre and Peters, 2000). It meant seat of government. The World Bank is said to have reinvented it in a different context as a new approach to development.

x

The World Bank has defined, good governance as having six main characteristics, which are as follows: o

Voice and accountability that include civil liberties and political stability o Government effectiveness, which comprises the quality of policy making and public service delivery o The quality of the regulatory framework o The rule of law which includes protection of property rights o Independence of judiciary o Curbs on corruption

x

Peters identifies four types of governance models which includes: Market, Participatory, Flexible

and Deregulated government models. x Newman postulates some models of governance: hierarchy model, rational goal model, open systems model and self-governance model. 4.7 KEY TERMS x Modernity: It is hyperreality—the blurring of the real and the unreal. It is thought as a process of consistently meaning making and it is more or less concerned with the values and more importantly fruit specifically after the emergence of industrialisation.

x New Public Management (NPM): It is an approach to running

public service organizations that is used in government and public service institutions and agencies.

x Good governance: It refers

to high level of organizational efficiency and effectiveness and a responsive and responsible behaviour on the part of rulers in order to obtain pre-determined desirable goals for the society. 4.8

ANSWERS TO 'CHECK YOUR PROGRESS' QUESTIONS 1. Postmodern public administration (PA) theory basically seems to be influenced by and large through the behavioural as well as humanistic school of thoughts. 2. There are multiple tools available through the computer and information technology such as word processing, spreadsheet, statistics, and database management programs. Beyond these, Web authoring software, presentation graphics, optical character recognition (OCR), and project planning and management software can be helpful depending upon the job at hand. 3. The main objective behind the development of such approach was to improve the efficiency of the system through the introduction of private sector management model. 4. Performance was assessed with audits, benchmarks and performance evaluations. 5.

The basic norms of public service such as neutrality, impartiality, accountability, responsiveness, representativeness, equality, justice, integrity and commitment are being replaced by pro-market values like competitiveness, efficiency, productivity and profitability (Haque, 1998). 6.

The

major ideological push towards good governance as a condition for aid was formulated by the World Bank in its report Assessing Aid: What Works, What Doesn't and Why (1998). 7.

Open systems model is a model of good governance as proposed by Newman.

It focuses on the network form of interaction and decentralization of power. According to this model, change is to be brought about through self-organization and self-steering rather than through external intervention. 4.9

QUESTIONS AND EXERCISES Short-Answer Questions 1. How have the post-modernist thinkers criticized Marx's definition of modernism?

2. List some of the important aspects of post modern public administration. 3. What are the ways in which science and information technology is contributing to public administration? 4. What are the features of good governance as mentioned in Kautilya's Arthashastra? 5. Why was the New Management Model criticized? 6. List the four key dimensions of governance as per the World Bank document 'Governance and Development'. Long-Answer Questions 1. Explain the important principles of scientific management that was applied to the New Public Management model. 2. Discuss the different characteristics of good governance as postulated by different organizations and documents. 3. Describe the models of good governance. 4.10 FURTHER READING Bharat Bhushan Gupta.

1975. Problems of Indian Administration. Allahabad: Chugh Publications.

Arora, Ramesh Kumar. 1995. Indian Public Administration: Institution and Issues. New Delhi: New Age International.

Basu, Rumki. 1994. Public Administration: Concept and Theories. New Delhi: Sterling Publishers. Mishra, Sweta and Alka Dhameja.

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Civil Society and Public Administration NOTES Self-Instructional Material 107 UNIT 5 CIVIL SOCIETY AND PUBLIC ADMINISTRATION

Structure 5.0 Introduction 5.1 Unit Objectives 5.2 Civil Society and People's Participation in Government 5.2.1 Public-Private

Partnerships 5.2.2 Right to Information and Transparency 5.3 Citizen Charter 5.4

Summary 5.5 Key Terms 5.6

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Principles of Management.pdf (D165734071)

Answers to 'Check Your Progress' Questions 5.7 Questions and Exercises 5.8 Further Reading 5.0 INTRODUCTION

In the unit related to accountability and control, you learnt the concept of public hearing and social audit. This unit will take the discussion forward on the participation of public in the public administration. This is done through varied means including the public-private partnerships, the government related acts like the Right to Information Act as well as the constitutional tools like the Citizen charters. 5.1

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OBJECTIVES After going through this unit, you will be able to: x Discuss the concept of

public-

private partnerships in government x Describe the Right to Information and Transparency x Explain the concept of Citizen charter 5.2 CIVIL SOCIETY AND PEOPLE'S PARTICIPATION IN GOVERNMENT

The term that lies at the core of any political system is 'development' which has to essentially be people-centred and citizen-participation-oriented. Citizen participation is the essential element in the various interfaces of development, be it plan- formulation, decision-making, implementation of plans and programmes or sharing the fruits of development itself. The institutions and structures through which people's

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participation flows, can be many and varied: formal and informal, official and non-official, state-based and civil society oriented. One can always find debates and discussions on the definition and meaning of the state. In the most simplistic of the statements, state is an independent public authority that has monopoly over institutionalized force. But what is a civil society? According to political theory, 'civil society' is a term that gained importance and prevalence in the writings of modern philosophical thinkers like John Locke, Adam Ferguson, David Hume, Adam Smith, etc. from the late seventeenth century onwards. Accordingly, the civil society marked the outcome of a process of civilization in the European societies since the Renaissance. Civilization comes about through work and industry, commerce and property; civil society thus emerged as a social system closely associated with economic improvement and expansion. In addition, civilization was fostered by education and character formation, by non-violent modes of behaviour, by respectful manners and politeness. A culture of sociability that took place in an atmosphere of mutual respect and recognition was thought to be an integral part of civil society. And this culture, it was felt, should be open to everybody, to each and every citizen. In the literal sense, the civil society was closely connected with the economic sphere. The expansion of trade and commerce brought people into closer contact and demanded more universal codes of behaviour and communication. For all the political philosophers who envisaged the future of mankind as progressive and liberating, personal freedom and independence were at the core of civil society. Civil society was

thus built on top of a free market economy, in which its members were supposed to participate as producers and consumers. However, political philosophy insisted that the traditional market place to be also treated as a sphere of economic exchange, social encounter and even political debate. In this sense, civil society was devised as a space where citizens could meet in order to socialize with their fellow citizens, to exchange ideas and discuss issues of common concern, to form political opinions. It was not a sphere where those opinions translated into political actions and decision-making. This was left to the state which, according to Hegel, combines legislative and administrative powers. However, the civil society was not in the least apolitical; rather, it preceded and prepared for the political sphere. Civil society is not identical to political power, but it only shapes a social space that is thoroughly public. People meet in groups and associations, and these are not meant to be secluded spaces. Its membership is open to everyone subject to the compliance to rules prescribed by the collective. There are debates and there are discussions, but they all take place in an atmosphere of mutual trust and recognition. There is no hierarchy and no barriers of power and authority. On the whole, the organization of these societies represented democracy as a vital element. In democratic regimes, it is completely up to the citizens if and where they want to organize. But, if they choose to do so, the state can provide them with a

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legal framework that guarantees the freedom of individual entry and exit, as well as the accountability of activities performed by the group. It also sanctions any violation of the general code of behaviour implicit in the constitutional setting of civil rights. This acknowledges that all fellow-citizens have to be respected as dignified individuals regardless of their gender, class, religion or even ethnic origin. The advantages of organizing voluntarily are many and the democratic state has good reason to encourage rather than discourage the voluntary organization of its citizens. The more it refrains from direct intervention, the more it can rely on the self-mobilizing capacities of the citizens. In this way, the citizens cannot only detect and even solve societal problems, but can also forge bonds of cooperation and mutual trust among themselves. That is why French philosopher Toqueville described the USA as a classical country of voluntary associations and clubs in the early Nineteenth century. He opined that it was the strength of the civic involvement that actually reflected the weakness of the federal state. The crux of the whole issue is, however, that never and nowhere has the civil society existed independently from the state. On the one hand, the state policies determined how far the self-organizing powers of citizens could reach, and on the other, the civil society functioned as a critical antidote to state power providing it with both public reasoning and social practice. Historically, this arena of citizens' forum emerged slowly but persistently in the shadow of the absolutist rule and proved to be a crucial factor in the destabilization of the order. Basically, it rested only on three elements: (a) Protection of public space and encouraging civilized behaviour. (b) Creation of a dynamic market. (c) Adherence to the rule of law. In the absence of any one of them, the civil society could not function. Civil society denounces cheating, dishonesty and even violence. But the most important aspect of being the members of civil society organization is that the civil society and its networks bear close relations with the concept and practice of active citizenship, transcending the formal political and legal meaning. This is so because citizenship not only entitles its bearers to individual and political rights, but also entitles them to enjoy the solidarity of their fellow-citizens. However, this does not imply that one should consistently turn individualistic. Today, people have a much broader perspective and orientation. Whether they go or do not go to the polls or whether they participate or do not participate in other pluralistic association, they do keep themselves informed through newspapers and media channels and even talk politics on the road, thus accentuating people's participation. The institutions and structures through which people's participation can flow into development activities can be many and varied such as peoples' local organizations, local self-government units like Panchayati Raj Institutions (PRIs)

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in India, municipalities, municipal corporations, metropolitan city councils, development authorities in rural/urban areas and above all, voluntary agencies (volgas), non-profit organizations, non-governmental organizations (NGOs), cooperatives, etc. Of these, the units of local self-government in rural/urban areas on the formal-official side of the spectrum and voluntary associations on the informal-unofficial side—both working at the grassroots level are considered to be the most essential institutional mechanisms for mobilizing peoples' support, initiative, resources, enthusiasm and cooperation for developmental purposes. The debate over the role of NGOs in development raises a host of issues and problems. Of these that which stands at the centre stage is the time-honoured issue of the relationship between state and civil society. Human wisdom and ingenuity have devised certain social orders and structures to regulate the diverse aspects of complex human life, so that rhythm of civilized life is possible for all. The basic social orders that the people have devised for the above purposes include the society (community), state, market and associations. Through these orders, the human life has been sought to be regulated directed, controlled and guided in the interest of orderly, peaceful, individual and collective existence. Each one of these social orders, as Victor Pestoff puts, has its own guiding principles, predominant actors, resources, principal motives and pay-off. The social institutions normally associated with these four social orders are households, public (government) agencies, private firms and voluntary associations or non-profit organizations respectively. In terms of the sectoral paradigm, the public (government), private (business profit-oriented firms) and voluntary (cooperatives, voluntary associations, non-profit organizations, NGOs, popular movements, etc.) sectors are known as the first-, second- and third-sector, respectively. The question that arises here is: what should be the proper (right) degree of relationship between x State and civil society x State and the market and

x

State and voluntary bodies? These institutions have been the basis of several political, social, economic theories. In our considered view, the co-existence of the society, state, market and associations is a prime requisite of happy, healthy, harmonious, balanced, fruitful life. Coexistence of the four social orders will also lead to a democratic mode of management of social life, governance in the political order, economic theories and cultural milieu. For, all the four types of order are interdependent on one another. No single order can substitute or supplant the other three orders. All the four orders constitute the essential parts of the large complex integrated whole. It is true that the state is sovereign but it cannot and should not take the place and role of society lest it will run the risk of ending up as an absolutist—a totalitarian, despotic, fascist nation-state like Hitler's Germany or Mussolini's Italy
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or the Communist Party controlled dictatorships of erstwhile USSR or East European countries. True, society is anterior to and more wider in scope and range of its activities than the state but it has to recognize and submit itself to the sovereign will of the state, its laws and mandates in the larger interest of the common good and collective well-being lest instead of order, peace or harmony, anarchy, chaos and confusion will reign supreme in society and life under such conditions will be 'nasty, brutish and short' let alone achieving development while the sovereignty of the state is not absolute as the pluralists say, the state alone has the legitimate authority to use coercive power if necessary to compel and command obedience to its will and the responsibility of maintain peace and order in society besides promoting the welfare and well-being of its people. The state in developing countries like India has the greatest responsibility to bring about planned socio- economic development and nation-building. The state is not an end in itself but a means to

an end and that end is to promote all round, balanced, integrated development of all citizens and the nation as a whole. The civil society manifests itself through myriads of households, communities, associations, voluntary groups of different hues and kinds, social service workers, non-profit organizations, cooperatives, unions, women's development groups and environmental NGOs. Not only does it have its definite place in modern state but also performs vital functions for its members through the network of these institutions. Both before and after the state came into being, the voluntary bodies have been rendering yeoman social service to the poor, needy, neglected, the old-aged, the sick and the down-trodden or relief work during natural calamities. India has a great tradition of social service, social reform and voluntary community-based service from the times immemorial. The voluntary associations had launched mass-based social and political movements in the country to wrest independence from the colonial rulers and retrieve their civil, political and socio- economic rights. Mahatma Gandhi's Construction Work Programme proved to be a trail blazer in the world of voluntary social work. In the Western countries, community-based voluntary associations showed the way to the modern state to become a welfare state replacing the 'police state' of the laissez-faire era. Under the impact of Keynesian welfare economic, spread of democracy and the Beveridge Report the night-watchman state of the eighteenth century underwent metamorphosis into the modern Welfare State (service state) whereby the administrative (bureaucratic) state was born. During the last four decades, significant social movements in the Western societies have taken place resulting in heightening of the anti-state posture of voluntary groups. These groups claim that the state is incapable of tackling the problem of the neglected and marginalized sections of society and that this role can be performed effectively and equitably only by them. As C.P. Bhambhri observes that 'the voluntary action groups are projecting themselves as an alternative to the over-centralized state system in the west'. The
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NGOs argue that the power of the state has failed to resolve the crisis of the modern times and voluntary action is required to resolve the crisis created by the over-centralized and militarized Western State System. In the developing nations like India with the state assuming the major responsibility for promoting development and welfare, the governmental bureaucracy has acquired enormous power and function as the agent of social change, thus laying the foundation for a strong administrative state. The command model of development with strong centralization and top-down planning as its hallmarks, left little room for peoples' involvement in 'development through participation'. Bureaucratic apathy and inefficiency coupled with corruption in the high echelons of administration and political leadership, lack of confidence on the part of the government in peoples' involvement and participation in development activities, the undermining of panchayati raj institutions by the central and state governments prior to the Seventy-Third Constitutional Amendment and central government's 'witch-hunting' against voluntary agencies and Gandhian social workers sent shock waves to the pluralists amongst Indian political scientists like Rajni Kothari and sociologists the one hand and the social activists and NGOs on the other. The planners and policy makers in India who paid lip service to the citizen participation in development realized the importance of involving the voluntary sector in the country's decentralized development only since the Sixth Five Year Plan (1980–85). Earlier, the tendency of political decision-makers and the development bureaucracy were to equate the work of voluntary agencies with only welfare activities and charity work or the government sponsored cooperatives. The Sixth Plan identified 'new areas' in which NGOs as 'new actors' could participate in development. These areas included:

x

Optimal utilization and development of renewable source of energy, including forestry through the formation of renewable energy association at the block level

x

Family welfare, health and nutrition, education and relevant community programmes in the field

x Health for all programmes x

Water management

and soil conservation x Social welfare programmes for weaker sections x Minimum needs programme x Disaster preparedness and management x Promotion of ecology and tribal development and x Environmental protection and education.

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The plan mentioned that youth and women organizations, interest groups like those of farmers, self-employed women, and voluntary groups engaged in general development work in a specific area or activity; farmers cooperatives working in command/catchment area irrigation projects; religious, social, cultural organizations, professional bodies and educational institutions would play the development role. Issue of autonomy of the NGOs A thorny issue of the NGOs has to do with their demand for greater autonomy from the state. Other related issues are: (i) Sources of funds and accountability for rendition of reports, and, (ii) Audit of accounts and transparency in their activities. In order to function as a truly voluntary body, an NGO is expected to draw at least half of its resources (funds) from voluntary sources as donations, etc. Most NGOs are dependent on the government's grants-in-aid or donations from external (foreign) donors like the World Bank or international NGOs. Lack of financial autonomy results in their easy cooptation by the funding agencies—be it domestic or foreign and such NGOs cease to be truly 'voluntary or non-government agencies.' They become agents of the donors, functioning according to the directions and guidelines of the funding authority and not according to their normative or ideological principles. The harmful tendencies of voluntary sector are evident from the Naxalite movement and Peoples War Groups which sometimes seek support of the voluntary NGOs. Importance of NGOs In this context, we come across two different views. First, in the context of developing societies like India, development, i.e. the banishment of backwardness and poverty, calls for structural changes. 'Voluntary agencies' writes C.P. Bhambhari, 'cannot change the social-power structure but the state can be democratically compelled to challenge the existing power structure.' Further, voluntary agencies are 'localized' groups while the action and jurisdiction of the state is coterminous with the entire society. Another political scientist, Mohit Bhattacharya echoes the 'same view when he observes that voluntary organizations' isolated and minuscule efforts' cannot correct the 'massive social disorganization left behind by imperialism and since perpetrated by a feudal-capitalist socio-economic system. To expect radical social change through voluntary effort is a kind of day-dreaming'. The second and opposite view shared by Rajni Kothari is full of optimism, encouragement, hope and faith in the potential of NGOs as the most viable organizations best suited to play the role of catalyst of social change and development 'in a socially backward and ethnically diverse and dispersed society' such as the Indian society.

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Together the state and citizens must carry out the daunting task of development as joint partners and nation-builders. In fact, it is indispensable for the state to harness the strengths of voluntary associations—their proximity to people far and near, flexibility, innovativeness, innovativeness of selfless service, possession of expertise, information, skills for awareness building, troubleshooting and training skills to bring about development in a decentralized democratic manner. NGOs symbolize debureaucratization—one of the four forms of decentralization the rest being devolution, deconcentration and delegation. India's dismal performance at the development front can be attributed undeniably to the lack of scope for peoples' participation in development through decentralized structures in the past and rigid bureaucratization as opposed to democratization of the development process. NGOs participation can pave the way for more decentralized, mere democratic and less bureaucratized administration of development, supplemented by the role of the PRIs in development administration in the country. Whether one calls them voluntary agencies or social action groups or non-governmental organizations in UN terminology, they epitomize the institutionalization of the time-honoured practice all over the world of rendering noble, selfless community service

on voluntary and non-profit basis by resourceful, enlightened, public-spirited, active citizens and social workers.

The NGOs have a crucial role to play in the process of nation-building and planned socio-economic development everywhere, particularly in developing nations like India. Development plans, programmes or projects initiated by the government have little or no chance of success without the total involvement and full and active cooperation and participation of the people in the various development processes. Voluntary agencies as the dynamic instruments of the civil society should mobilize the participation of local people into the government/voluntary agency sponsored development processes in planning, implementing and monitoring development programmes. In short, they should serve as institutional mechanism for channeling peoples' (grassroots level) local initiatives, enthusiasm and resource into the development process on the hand and on the other as saviours of the democratic process. Studies have shown that NGOs are eminently suited to play the developmental role as catalysts of social change, as educators, as informers, enablers, project planners and administrators, as experimenters, as innovators, as awareness and citizenship builders, as motivators, as impact evaluators, as harbingers of silent revolutions, as national constructors (builders), as conscientisers, as friends, philosophers and guides of the people in general and of the weak, poor, needy, illiterate, ignorant, downtrodden and dispossessed sections of society in particular. Based on the primary and secondary data, the study carried out in a multi-disciplinary, integrated, holistic perspective examines the ideal of citizen participation as basis of participatory democracy and decentralized democratic development. An analysis of the relationship between the State and NGOs in the 'various sectors of development administration, provides the following points of view:

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Despite all the assets and virtues they have, NGOs cannot and should not seek to supplant the state. They cannot only carry on their own welfare programmes but also have to supplement the developmental efforts planned, funded and 'carried out by the government agencies within the framework of the Constitution and Law, x They should strive for protecting and promoting the national interest and safeguard the unity, the territorial integrity and sovereignty of the nation and guard themselves against the sinister and subversive designs of foreign fund givers. They should submit themselves to government rules and regulations regarding foreign funding of their activities in the interest, of clean public life, for, corruption negates democracy and. development,

x

Government on its part should not let loose a reign of terror on these bodies since it needs their services to realize the twin objective of building a strong modern, dynamic, vibrant nation and a democratic, developed society The NGOs thus occupy the centre-stage of democratic decentralized development in India and elsewhere. 5.2.1

Public-Private Partnerships In the recent past the government has made many announcements in which the facilities and infrastructure for newer opportunities is developed on the basis of triple (PPP) model. Indeed, it is private supported public partnership business alliance that helps to developer business opportunity efficiently by using available resources in optimal way. This way Public-private partnerships (PPP) are seen as an effective way to capitalize on the relative strengths of the public and private sectors to address problems that neither could tackle adequately on their own. A continuous decline has been observed in the profit of the government owned organisations in various sectors from last few decades due to various reasons. The government has pressure to support such sick organisations to make them productive and profitable organisations. Moreover, management of services of various work force in the government organisation is becoming more and more difficult due to several humanitarian ground. Economist and market gurus have suggested a new philosophy of business management through public private partnership model. By using this model not only the sick organisations can be transferred into profit making organisation but healthy government organisation can further be boosted up for more profit. In India, the period from mid 1990s to 2004 marked the inception of PPPs, with transport and power being the focus sectors. The country, however experienced limited success due to absence of a mature PPP framework. Subsequently during the year 2004-12, the government laid foundation for a mature PPP framework, by formulating guidelines and standardization of documents for PPP projects. Organisations have experienced a spurt in award of PPP projects. As per available data from Ministry of Finance

Civil Society and Public Administration NOTES 116 Self-Instructional Material GOI, 1,539 PPP projects have been awarded so far in various segments. It includes various government departments and public sector organisations. For example, the Government of India is trying to make several railway projects on this model to support the financial prospective. In such projects the government invites different proposals from private players to work with government organisations under certain terms and conditions. Thus the public sector contributes both basic science and funding means, and the private sector has the strength in discovery new avenues and bringing new management model through the trials process to regulatory approval. The lack of incentive is addressed by creating a PPP entity with a well-defined objective relating to the development of a particular product or technology required by developing countries. Public-private partnership is a funding model for a public infrastructure project such as a new telecommunications system, railways, road and transport, parking, airport and power generation. The public partner is represented by the government at a local, state and/or national level. From the open market any private player can participate by fulfilling the terms and conditions decided by the government. The private partner can be a privately-owned business, public corporation or consortium of businesses with a specific area of expertise. Governments have seen the greatest gains when the public-private partnership arrangements occurred as a result of competitive bidding. When the private company's main contribution is to raise resources like finance, governments have not fared so well. This is because governments can generally borrow money at cheaper rates than private entities. Different models of PPP funding are characterized by which partner is responsible for owning and maintaining assets at different stages of the project. Presently PPP models may have, but not restricted to the following types of the patterns:

- x Design-Build (DB): The responsibility of infrastructure development is given to private sector partner so that the developed infrastructure can meet the public sector requisite specifications. In some cases, the parameters are set with the mutual understanding of both private and public sector.
- x Operation & Maintenance Contract (O and M): The operation and maintenance of the developer infrastructure is the crucial component of the business which involves lot of capital. Due to restricted availability of funds with government, the model was developed by experts to manage the operation and maintenance of the infrastructure and other facilities on the public private partnership model.
- x Design-Build-Finance-Operate (DBFO): The design and building of new infrastructure involves lot of financial component as well as the engineering element. Owing to the limited resources both in engineering as well as finance the government finds it appropriate to manage both of them with the help of private sector support. The government in some Civil Society and Public Administration NOTES Self-Instructional Material 117 cases gives the infrastructure design and finance component on a lease basis. The duration of leave may be long enough depending upon the mutual contract between the both.
- x Build-Own-Operate (BOO): In some contracts the private sector partners are financing, building, maintaining and operating the entire infrastructure component but are limited to the control of government under certain circumstances.
- x Build-Own-Operate-Transfer (BOOT): To attract more competitive bidding from the private partners the government often gives attractive schemes to the bidders. It may include the conditional ownership of the developed infrastructure and authorisation of the finance, design related matters, building operation of the infrastructure component (and to charge user fees) for a specific period of time, after which ownership is transferred back to the public-sector partner.
- x Buy-Build-Operate (BBO): Under certain conditions the developer of the infrastructure may have the ownership right for a particular time, based on the conditions of the contract between both the parties. When developed infrastructure can be better managed by the private partner then it should be handed over to the private partner under certain terms and conditions.
- x Public-private partnership controversy: Private and public sector partnership has remained on the radar of labour welfare association and humanitarian organisations those feels that the private organisations are exploiting the workforce, with the minimum interference of the government. The financial and economic aspects are also being challenged by the opposition parties in politics by blaming the government for handing over government resources to the Industrialist in their interest with minimum government benefit. Despite all these controversies the public private partnership model is growing and proving its importance however it. It is worth mentioning here that the triple P model can further be extended into various commercial as well as welfare schemes in India to improve the efficiency of existing organisations and also to enhance the profit or effectivity of the other profit making organisation. Furthermore, the area of public private partnership can further be extended to but not limited to: 1. Reforms in agriculture 2. Output Price support 3. Input subsidies 4. Development initiatives 5. Corporate Investments in Agriculture

Civil Society and Public Administration NOTES 118 Self-Instructional Material 6. Linking Production to Processing 7. Promoting Producers Alliances 8. Scaling up success stories of "Innovative farmers". 5.2.2 Right to Information and Transparency The rights of Indian citizens are described in the Indian Constitution clearly. Apart from these rights it was felt that there are certain other rights those to be incorporated in the democratic system such as right of getting information and right of attaining education. The Government of India through the constitutional amendment have incorporated the Right to Information Act, for Indian citizens. After the implementation of the amended act now an Indian citizen can ask for certain information from the government officials. The purpose of enabling this act was to increase transparency in government and administration system of the country. If any citizen feels that a particular information should be shared with public, then the appellant should be approached. The government officer appointed by the department is bound to give the required information in the approved format however all the information of the Government and its offices cannot be share in lieu of security concerns and cases of sensitive matters. It is the citizen's right to get information regarding administration and its performance. This has helped bring immense transparency and efficiency in the administration since it was implemented in 2005 in India. It was hailed that the fundamental rights of 'freedom to speech and expression' as well as right to life cannot be fulfilled and safeguarded without relevant information. After the implementation of the act several amendments and appropriate steps have been taken by the government of India to ensure the materialization of the act through establishing a separate cell in every department to provide information to the citizen. Every department has a cell with the designated officer from the department who are responsible to give the required information within stipulated time accordingly. The RTI officer of the department is responsible to ensure the time bound information grant to the applicant, if the official is unable to give information in time to the citizen that there is a provision of penalty including financial and others. RTI however increased workload on administration a little bit but for the assurance of transparent administrative structure it is mandatory to have such system in which people can have the information of the government offices. The information shared by the government office can be made public so that the actual functioning of the government office with statistical data is affected. Each central level government office or organisation has to have a RTI cell headed by a Public Information Officer who will receive RTI's from common citizens. He has to disseminate the relevant information within the time specified

Civil Society and Public Administration NOTES Self-Instructional Material 119 usually 30 days to provide an answer to the appellant. But if there is a threat to life of the applicant than that information is to be provided within 48 hours and if the information is regarding a third party then it has to be provided within 45 days. Accordingly, in the Indian states the representative of government has to be appointed as state chief Public Information officers and required subordination from the government servants. RTI and transparency Enforcement of the act is possible through various administrative actions and appropriate system. It can better be improved if the personal involved in the administration work and the decision making could be made public through a legal framework. Then the administrative machinery will have the fear in their mind that the information on which a particular decision was taken can be seen by other people then there is a possibility that the cases of corruption or malfunctioning by certain government officials can be reduced up to a certain extent. It is evident from many incidents that citizens of India are now seeking information through RTI act and asking for the various information from the government officer regarding any particular work. Transparency is not only the aim of RTI but it enables the citizen to have information that is crucial for public and to increase the participatory democracy in the country and increase faith in the system. Terminology and positions are mentioned in the RTI Act: The meaning and responsibilities of these positions are clearly mentioned in the parliamentary act. To increase the transparency within the system it is ensured that the multilayer hierarchy could be made possible while a person seeking information. The multi layered transparency is achieved through different tiers of the offices in which information can be sought from the lower officer. If an officer of lower rank is not capable of providing information or the information is inappropriate according to the seeker than the appeal could be filed before the next level. Officers hierarchy should be understood as given below. Appellate authorities: If the applicant does not receive an answer or does not receive a satisfactory answer where information is denied, then he/she can approach the appellate authority which are: (A) First appellate authority: Should be an officer senior to that of the Public Information officer in that agency and designated as the appellate authority. (B) Second appellate authority: If a citizen is still unsatisfied or denied information the applicant can then approach directly to the State Chief Public Information Commissioner and then the Central Chief Information commissioner which is provided on the website of each govt. Organisation and the Chief Information Commissioner's official website.

Civil Society and Public Administration NOTES 120 Self-Instructional Material There is a possibility that certain government officers can refuse to give information not directly but through delayed process and modified information, in such conditions the person who seeking information can approach the next level officer for the proper grant of the required information. Public Information officers of those organisations and other officers there can be fined to the tune of INR 250 per day to maximum of INR 25000 which will be recovered from their salary/ pension can be fined. The commission's verdict can be challenged in the High Court and Supreme Court. Despite several efforts to increase the transparency in the system which includes the implementation of RTI act there are still loop holes in the system those are to be addressed. Simultaneously it is believed by the administrations, that the act is being misused by plenty of occasions by asking useless and irrelevant information just to increase paperwork of the officers and extra manpower has to be brought in to deal with the others being a legal case. Only restricted information can be withheld from the public that can cause: (A) Contempt of court (B) Affects national safety and security (C) Affects Intellectual property rights and trade secrets and competition (D) Affects privacy of individuals (E) Breaches the privileges provided by the constitution to the elected representatives CHECK YOUR PROGRESS 1. What does a civil society denounce? 2. List the three elements which form the basis of a civil society. 3. What are the first, second and third sectors in public administration? 4. Mention the inception period of PPP in India and name the focus sectors during that period. 5.3 CITIZEN

CHARTER

It has been accepted world over that good governance is necessary for sustainable development both at the economic and social levels. The three indispensable aspects required for good governance are transparency, accountability and responsiveness of the administration. Citizens' Charters initiative is

born of the quest for solutions to the problems that a citizen faces in his/her daily life while dealing with the public service organizations.

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The concept of Citizens' Charter stands on the basis of

trust between the service provider and the users. This concept was initially implemented in the United Kingdom by the Conservative Government of John Major in 1991.

It was launched as a national programme with the

simple objective to incessantly improve the quality of public services for the people so that these services cater to the needs and wishes of the

citizens. In 1998, the Labour Government of Tony Blair relaunched the programme by rechristening it as 'Services First'. The fundamental objective of the Citizens' Charter is to give power to the citizen

for ensuring timely and satisfying public service delivery. As originally framed, the following are the

six principles of the Citizens' Charter movement: (i)

Quality: Improving the quality of services (ii) Choice: Wherever possible (iii) Standards: Specify what to expect and how to act if

standards are not met (iv) Value: For the taxpayers' money (v) Accountability: Individuals and organizations (vi) Transparency: Rules/ Procedures/ Schemes/ Grievances

Afterwards, these were re-emphasized by the Labour Government as following nine principles of Service Delivery (1998): (i) Set standards of service (ii) Be open and provide full information (iii) Consult and involve (iv) Encourage access and the promotion of

choice (

v)

Treat all fairly (vi) Put things right when they go wrong (vii) Use resources effectively (

viii) Innovate and improve (ix) Work with other providers

In India, considerable progress has been made in the field of economic development

over the years. This factor,

along with a considerable increase in the literacy rate (from 51.63 per cent to 65.38 per cent during the previous decade) has made Indian citizens increasingly conscious of their rights.

They are now more eloquent about the issues of basic rights

and expect the administration not just to take action on their demands but also to anticipate them

in advance. Under these circumstances, since 1996, a consensus evolved in the Government on

the issue of responsive and effective administration. On 24 May 1997,

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Implementation of Madhya Pradesh Public Servic ...
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a Conference of Chief Ministers of various States and Union Territories

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a Conference of Chief Ministers of various States and Union Territories

was held in New Delhi. It

was

presided over by the Prime Minister of India. An 'Action Plan for Effective and Responsive Government'

at the Centre and State levels was adopted

at the

Civil Society and Public Administration NOTES 122 Self-Instructional Material

Conference.

One of the key decisions at that Conference was that the Central and State Governments

have to formulate Citizens' Charters, beginning with those sectors which possess

a big public interface, e.g., railways, telecom, posts, public distribution systems, etc. These Charters

are supposed

to include standards of service and time limits that the public can logically expect, avenues

for redressing grievances

and a provision for fair scrutiny with the involvement of citizen and consumer groups. Department of Administrative Reforms and

Public Grievances, Government of India (DARPG) initiated the scheme of coordinating, formulating and operationalizing Citizens'

Charters.

A list of Guidelines to formulate

the Charters as well as do's and don'ts was sent to various governmental departments/ organizations to enable them to

formulate effective charters. To formulate

the Charters, the government agencies both at the Centre and State levels were advised to set up a task force representing users,

senior management and the cutting edge staff. The

Handbook on Citizen's Charter has been published by the Department and forwarded to all the State Governments and UT

Administrations. The following elements are expected to be included in the Charters:

x

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Vision and mission statement x Details of business transacted by the organization x Details of clients x Details of			

68%	MATCHING BLOCK 115/350	SA	Implementation of Madhya Pradesh Public Servic ... (D143381615)
Vision and mission statement x Details of business transacted by the organization x Details of clients x Details of			

services provided to each client group x

90%	MATCHING BLOCK 116/350	SA	Implementation of Madhya Pradesh Public Servic ... (D143381906)
Details of grievance redress mechanism and how to access it x Expectations from the clients			

90%	MATCHING BLOCK 123/350	SA	Implementation of Madhya Pradesh Public Servic ... (D143381615)
Details of grievance redress mechanism and how to access it x Expectations from the clients			

Basically, a version of the UK model, the Indian Citizens' Charter possesses extra elements of 'expectations from the clients' and 'obligations of the users'. Involvement of consumer organizations, citizen groups and other stakeholders in the formulation of the Citizens' Charter is emphasized to ensure that the Citizens' Charter meets the needs of the users. Regular monitoring, review and evaluation of the Charters, both internally and through external agencies, are enjoined. Till April 2006, 111 Citizens' Charters had been formulated by the Central Government Ministries/Departments/Organizations and 668 Charters by various agencies of State Governments

and

Administrations of Union Territories. Most of the national Charters are posted on the Government's websites and are open to public scrutiny. The organizations with Citizens' Charters are advised to give publicity to their Charters through such means as print/electronic media and awareness campaigns.

CHECK YOUR PROGRESS 5. What is the quest with which the Citizen's charters initiative begins? 6. Name the department which initiated the scheme of coordinating, formulating and operationalizing Citizen's Charters in India.

Civil Society and Public Administration NOTES Self-Instructional Material 123 5.4 SUMMARY x

The term that lies at the core of any political system is 'development' which has to essentially be people-centred and citizen-participation-oriented. Citizen participation is the essential element in the various interfaces of development, be it plan-formulation, decision-making, implementation of plans and programmes or sharing the fruits of development itself.

x

According to political theory, 'civil society' is a term that gained importance and prevalence in the writings of modern philosophical thinkers like John Locke, Adam Ferguson, David Hume, Adam Smith, etc. from the late seventeenth century onwards. Accordingly, the civil society marked the outcome of a process of civilization in the European societies since the Renaissance.

x

In the literal sense, the civil society was closely connected with the economic sphere. The expansion of trade and commerce brought people into closer contact and demanded more universal codes of behaviour and communication.

x

Civil society is not identical to political power, but it only shapes a social space that is thoroughly public. People meet in groups and associations, and these are not meant to be secluded spaces. Its membership is open to everyone subject to the compliance to rules prescribed by the collective. There are debates and there are discussions, but they all take place in an atmosphere of mutual trust and recognition.

x

In democratic regimes, it is completely up to the citizens if and where they want to organize. But, if they choose to do so, the state can provide them with a legal framework that guarantees the freedom of individual entry and exit, as well as the accountability of activities performed by the group.

x The concept of civil society

rested only on three elements: (a) Protection of public space and encouraging civilized behaviour. (b) Creation of a dynamic market. (c) Adherence to the rule of law. In the absence of any one of them, the civil society could not function. Civil society denounces cheating, dishonesty and even violence. x The most important aspect of being the members of civil society organization is that the civil society and its networks bear close relations with the concept and practice of active citizenship, transcending the formal political and legal meaning.

x

The civil society manifests itself through myriads of households, communities, associations, voluntary groups of different hues and kinds, social service

Civil Society and Public Administration NOTES 124 Self-Instructional Material

workers, non-profit organizations, cooperatives, unions, women's development groups and environmental NGOs.

x In recent past the government has made many announcements in which the facilities and infrastructure for newer opportunities is developed on the basis of triple P model. Indeed, it is private supported public partnership business alliance that helps to developer business opportunity efficiently by using available resources in optimal way. x The citizen rights are described in the Indian Constitution clearly apart from that it was felt that there are certain other rights those to be incorporated in the democratic system such as right of getting information and right of attaining education. The Government of India through the constitutional amendment have incorporated the law of getting information valid citizens right. After the implementation of the amended act now an Indian citizen can ask for certain information from the government officials. x

The concept of Citizens' Charter stands on the basis of

trust between the service provider and the users. This concept was initially implemented in the United Kingdom by the Conservative Government of John Major in 1991.

It was launched as a national programme with the

simple objective to incessantly improve the quality of public services for the people so that these services cater to the needs and wishes of the citizens.

x

Department of Administrative Reforms and Public Grievances, Government of India (DARPG) initiated the scheme of coordinating, formulating and operationalizing Citizens' Charters.

A list of Guidelines to formulate

the Charters as well as do's and don'ts was sent to various governmental departments/organizations to enable them to formulate effective charters. 5.5

KEY TERMS x Public-private partnership (PPP): It is a funding model for a public infrastructure project. The public partner is represented by the government at a local, state and/or national level. The private partner can be a privately- owned business, public corporation or consortium of businesses with a specific area of expertise. x Right to Information (RTI): It is act of the Parliament of India to provide for setting out the practical regime of the right to information for citizens and replaces the erstwhile Freedom of information Act, 2002. Under the provisions of the Act, any citizen of India may request information from a "public authority" (a body of Government or "instrumentality of State") which is required to reply expeditiously or within thirty days. x Citizens' Charter: It is to give power to the citizen for ensuring timely and satisfying public service delivery.

Civil Society and

Public Administration NOTES Self-Instructional Material 125 5.6 ANSWERS TO 'CHECK YOUR PROGRESS'

QUESTIONS 1. Civil society denounces cheating, dishonesty and even violence. 2. Three elements which form the basis of a civil society are: (

a) Protection of public space and encouraging civilized behaviour. (b) Creation of a dynamic market. (c) Adherence to the rule of law. 3.

In

terms of the sectoral paradigm, the public (government), private (business profit-oriented firms) and voluntary (cooperatives, voluntary associations, non-profit organizations, NGOs, popular movements, etc.) sectors are known as the first-, second- and third-sector, respectively. 4.

In India, the period from mid 1990s to 2004 marked the inception of PPPs, with transport and power being the focus sectors. 5.

Citizens' Charters initiative is born of the quest for solutions to the problems that a citizen faces in his/her daily life while dealing with the public service organizations. 6.

Department of Administrative Reforms and Public Grievances, Government of India (DARPG) initiated the scheme of coordinating, formulating and operationalizing Citizens' Charters. 5.7

QUESTIONS AND EXERCISES Short-Answer Questions 1. Write a short note on the importance of

active citizenship in a civil society. 2. How does a civil society manifest itself? 3. Briefly explain the concept of PPP. 4. What were the six principles of the Citizen's Charter movement as originally framed? 5. Write a short note on the evolution of the Citizen's Charter movement. Long-Answer Questions 1. What is a civil society? Explain its evolution. 2. Discuss the critical role played by NGOs. 3. Describe the different models of PPP.

Civil Society and Public Administration NOTES 126 Self-Instructional Material 4. Discuss the Right to Information and transparency in India and its organizational set up. 5. Explain the implementation of the Citizen's Charter initiative in India. 5.8 FURTHER READING Bharat Bhushan Gupta. 1975. Problems of Indian Administration. Allahabad: Chugh Publications.

Arora, Ramesh Kumar. 1995. Indian Public Administration: Institution and Issues. New Delhi: New Age International.

Basu, Rumki. 1994. Public Administration: Concept and Theories. New Delhi: Sterling Publishers. Mishra, Sweta and Alka Dhameja.

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Management NOTES Self-Instructional Material 127 UNIT 6 MANAGEMENT Structure 6.0 Introduction 6.1 Unit Objectives 6.2 Nature and Importance of Management in Administration 6.3 Development of Management as a Science and Profession 6.4 Functions of Management 6.5 Relationship between Organization and Management 6.6

Summary 6.7 Key Terms 6.8

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Answers to 'Check Your Progress' Questions 6.9 Questions and Exercises 6.10 Further Reading 6.0 INTRODUCTION

Public administration, as you have learnt up till now, is related to the management of public services. In this sense, management forms a crucial part of the understanding of public administration. Unless the tenets of basic management are understood properly, public administrators will not be successful in their work. It will not be a stretch to say that public administrators are in a sense managers. This is why in this unit, you will study the basics of management. This will include the nature and importance of management in administration, management as science and profession, the functions of management and the relationship between organization and management. 6.1

UNIT

OBJECTIVES After going through this unit, you will be able to:

x Discuss the nature

and importance of

management in administration x Describe the development of management

as a science and profession x Explain the functions of management x Examine the relationship between organization and

management 6.2 NATURE AND IMPORTANCE OF MANAGEMENT IN ADMINISTRATION

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Management, in some form or another, is an integral part of living and is essential wherever human efforts are to be undertaken to achieve desired objectives. The

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basic ingredients of management are always at play whether we manage our lives or our business. For example, let us look at the managerial role of a simple housewife and how she uses the managerial ingredients in managing a home. First of all, she appraises her household and its needs. She forecasts the needs of the household for a period of a week or a month or longer. She takes stock of her resources and any constraints on these resources. She plans and organizes her resources to obtain the maximum benefits out of them. She monitors and controls the household budget and expenses and other activities. In a large household, she divides the work among other members and coordinates their activities. She encourages and motivates them to do their best in completing their activities. She is always in search for improvements in goals, resources and in means to attain these goals. These ingredients, generally, are the basic functions of management. The concept of management is as old as the human race itself. The concept of 'family'

itself

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required that life be organized and resources of food be apportioned in a manner so as to maximize the utility of such resources. Taking proper steps to safeguard the family from attacks by wild animals, planning on where to go fishing and hunting and whom to go with, organizing these groups into hunting and fishing bands where chiefs gave directions and so on are all subtle ingredients of management and organization. A study of various people around the world shows good examples of organizational structures and organizational evolution over the years. A village open market in a tribe and a large department store in a modern city serve the same needs in a similar fashion,

which is putting together things that people need. While the

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tribal organization was simple in nature, the modern organization is much more sophisticated and complex with many technological innovations. However, the basic form of management and organizational structure seem to have existed since the beginning of organized human activity. Even recorded history shows the application of some current management techniques as far back as 5000 BC when the ancient Sumerians used written records in assisting governmental operations. The Egyptian pyramids, built as early as 3000 BC, required the organized efforts of over 100,000 workers. It would be natural to assume that all functions of modern management, namely, planning, organizing, directing and controlling played a significant role in the construction of these monuments. Similarly, the early civilisation of India bears witness to organized living. Around 500

BC, Mencius, a Chinese philosopher

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declared: Whoever pursues a business in this world must have a system. A business, which has attained success without a system, does not exist. From ministers and generals down to the hundreds of craftsmen, every one of them has a system. The craftsman employs the ruler to make a square and the compass to make a circle. All of them, both skilled and unskilled, use this system. The skilled may at times accomplish a circle and a square by their own dexterity. But with a system, even the unskilled may achieve the same result, though dexterity they may have none. Hence, every craftsman possesses a system as a model. Now, if we govern the

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empire, or a large state without a system as a model, are we not even less intelligent than a common craftsman? Management as a system is not only an essential element of an organized society, but also an integral part of life when we talk about managing our lives. Managing life is not much different from managing an organization and this art of management has been with us from time immemorial. Just as a well-managed life is much better organized, goal oriented and successful, good management of an organization makes the difference between the success and the failure of the organization. Perhaps the importance of management was highlighted by the late President of United States, John F. Kennedy, when he said that 'the role of management in our society is critical in human progress. It serves to identify a great need of our time, to improve standards of living for all people through effective utilization of human and material sources'. Similarly,

an Austrian-born American management consultant and author,

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Peter F. Drucker, a noted management authority, has emphasized the importance of management to social living. He proclaimed nearly 25 years ago that 'effective management was becoming the main resource of developed nations and that it was the most needed resource for developing nations'. A manager's job is highly crucial to the success of any organization. The more complex the organization, the more crucial the manager's role in it. A good manager makes things happen. The importance of management in any organization was emphasized by Professor Leonard R. Sayles in his address to a group of management development specialists, as follows: We must find ways of convincing society as a whole, and those who train managers in particular, that the real leadership problems of our institutions—the getting things done, the implementation, the evolving of a consensus, the making of the right decisions at the right time with the right people—is where the action is. Although we as a society haven't learned to give much credit to managers, I hope we can move toward recognizing that managerial and leadership jobs are among the most critical tasks of our society. As such, they deserve the professional status that we give to more traditional fields of knowledge.

Nature of Management Process Management process is defined as a process which aims at creating the goals of an organization, planning, controlling the organization's activity. We will briefly discuss the main functions of the management process. x

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Planning: It is future oriented and determines an organization's direction. It is a rational and systematic way of making decisions today that will affect the future of the company.

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Organizing: It requires a formal structure of authority and the direction and flow of such authority through which work sub-divisions are defined,

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arranged and coordinated so that each part relates to the other

part

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in a united and coherent manner so as to attain the prescribed objectives.

x

Staffing: It

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is the function of hiring and retaining a suitable work-force for the enterprise both at managerial as well as non-managerial levels. It involves the process of recruiting, training, developing, compensating and evaluating employees, and maintaining this workforce with proper incentives and motivations.

x Directing: The main function

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is concerned with leadership, communication, motivation and supervision so that the employees perform their activities in the most efficient manner possible, in order to achieve the desired goals.

x Control: It

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consists of those activities that are undertaken to ensure that the events do not deviate from the pre-arranged plans.

Let us now discuss the concept of management and its main characteristics.

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In spite of the growing importance of management as an academic discipline, thereby contributing to the quality of human life, the concept is still clouded by certain misconceptions. No doubt, management as an academic body of knowledge has come a long way in the last few years. It has grown and gained acceptance all over the world. Yet, it is a paradox that the term management continues to be the most misunderstood and misused. A study of the process of management reveals the following points about the nature of management. Management is a universal process where there is human activity, whether individual or joint, there is management. The process of management can be noticed in all spheres of life. The basic nature of management activity remains

the

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same in all arenas, whether the organization to be managed is a family, club, trade union, trust, municipality, business concern or the government. Slight variations in approach and style may

be there

from organization to organization, but the management activity is basically the same everywhere.

We will now discuss the characteristics of management. x

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Management is a Factor of Production: Management is regarded as a factor of production. Just as land, labour and capital have to be brought together and put to effective use for the production and distribution of goods and services, similarly managerial skills have also to be acquired and effectively used for the purpose. In the modern industrial set-up, qualified and efficient managers are essential to reap the fruits of huge investment in business where the pattern of production has become capital-intensive. In fact, in this scenario, the more important would be the role of management. x Management is Goal Oriented: The most important goal of management activity is to accomplish the objectives of an enterprise. These objectives may be economic, socio-economic, social and human

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and thereby management

at different levels seeks to achieve these in different ways. However, at all times, management has definite objectives to pursue and it employs all the resources at its command— men,

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money, materials, machines and methods in the pursuit of the objectives. x Management is Supreme in Thought and Action: Determination of the objectives of an enterprise tests the collective wisdom and sense of imagination of its management. The objectives should be neither too high sounding or difficult to achieve, nor too low-pitched to rob the workers of their sense of achievement. However, mere setting of objectives will be of no avail, if there is no vigorous action to achieve them. Managers set realizable objectives and then mastermind action on all fronts to accomplish them. Managers belong to that rare breed of men who are not only aware of what is to be achieved and how, but also possess the capability and courage to accept the challenges of doing it. x Management is a Group Activity: An enterprise will not be able to achieve its objectives if only one or a few individuals or departments are efficient and the rest are inefficient. The calibre of each individual and department needs to be efficient in order to make a project successful. For example, even the best performance by the production department will become meaningless if the sales department does not make efforts to sell the products or if the finance department does not ensure adequate availability of funds. For the success of an enterprise, it is necessary that all human and physical resources at its disposal are efficiently coordinated to attain the maximum levels of productivity. It is well known that the combined productivity of different resources will always be much higher than the total of

the individual productivity of each resource. The test of managerial ability lies in coordinating

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various resources to achieve maximum combined productivity. With proper management, one plus one does not mean two but eleven. This is also called the multiplier effect of management activity. x Management is a Dynamic Function Management is a dynamic function of a collective enterprise that is constantly engaged in casting and recasting the enterprise in the world of

a constantly

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changing business environment. Not only this, it also sometimes initiates moves that reform and alter the business environment. If an enterprise is well equipped to face the changes in business environment brought about by economic, social, political, technological or human factors, it can soon adapt itself to a changed environment or make innovation to attune itself to it. For example, if there is a fall in the demand for a particular product, the enterprise can be kept in readiness

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to explore new markets or switch over to production of new goods with ready demand.

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Management is a Social Science: In other words, management means getting the tasks done by different people with different qualities. This involves dealing with individuals, each one of whom has a different level of sensitivity, understanding and dynamism. In fact, no definite principles or rules can be laid down in respect of human behaviour. These principles change from individual to individual and from situation to situation. No doubt, a manager may seek guidelines from established principles and rules, but he cannot base his decisions on them.

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Management is an important Organ of Society: Management as an activity has carved for itself an important place in society. Management shares a direct relationship with society. While

the society influences the managerial actions, managerial actions influence the

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society. By their decisions, management of large undertakings influence the economic, socio-political, religious, moral and institutional behaviour of the members of society. This creates an impact on the social and moral obligations of business management, which cannot be easily ignored. x Management is a System of Authority: It is the job of management to bring about a harmonious arrangement and pattern among the different resources employed in an undertaking. In fact, management's role as a factor of production forces itself to be methodical in plans and procedures and

on the other hand

systematic and regular in their implementation. For this, it is necessary that the authority vested in the management is to be exercised properly and correctly. Therefore,

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this calls for well-defined lines of command, delegation of suitable authority and responsibility at all levels of decision-making. Unless there is proper balance between authority and responsibility at each level of decision-making, the organization might not succeed in the task of accomplishment of its objective. x Management is a Profession: Management makes judicious use of all available means to accomplish certain predetermined ends. To achieve this successfully, managers need to possess managerial knowledge and training. Moreover, they have to conform to a recognized code of conduct and remain conscious of their social and human obligations. Managers are well paid and well provided by the organization for their work. Moreover, they enjoy considerable social prestige too. x Management is a Process: Management is an activity consisting of a distinct process, which is known as the management process. This process is primarily concerned with the important task of achieving goals. No business enterprise can achieve its objectives until and unless all the members of the unit make an integrated and planned effort under the

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directions from a

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central coordination agency. In management terminology, this central co-ordinating agency is technically known as 'management' and the methodology of getting things done is known as 'management process'. The process, in general, is defined as a series of actions or operations conducted towards an end. The logic of the management process is that particular functions are performed in a sequence within a given period of time. In other words, the functions that are performed by a manager and the sequence in which they are performed are together called the 'management process'.

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processes such as planning, organizing and actuating involved in the achievement of business goals together form the management process. Scope of Management Process Although, it is difficult to precisely define the scope of management

process,
yet

the following

areas are included in it: 1. Subject-matter of management: Planning, organizing, directing, coordinating and controlling are the activities included in

the

subject matter of management. 2. Functional areas of management: These are as follows: x Financial management includes accounting, budgetary control, quality control, financial planning and managing the overall finances of an organization.

x

Personnel management includes recruitment, training, transfer promotion, demotion, retirement, termination, and

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labour-welfare and social security industrial relations. x Purchasing management includes inviting tenders for raw materials, placing orders, entering into contracts and materials control.

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Production management includes production planning, production control techniques, quality control and inspection and time and motion studies. x Maintenance management involves proper care and maintenance of the buildings, plant and machinery. x Transport management includes packing, warehousing and transportation by rail, road and air. x Distribution management includes marketing, market research, determination

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price, taking market risk and advertising, publicity and sales promotion. x Office management includes activities to properly manage the layout, staffing and equipment of the office. x Development management involves experimentation and research of production techniques

and markets.

Management

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Management is an inter-disciplinary approach: For the correct implementation of management, it is important to have knowledge of commerce, economics, sociology, psychology and mathematics. 4. Universal application: The principles of management can be applied to all types of organizations irrespective of the nature of tasks that they perform. 5. Essentials of management: Three essentials of management are as follows: x Scientific method x Human relations

x Quantitative technique 6. Modern

management is an agent of change: The

management techniques can be modified by proper research and development to improve the performance of an organization.

Administrative management is

also known as functional or process approach. It is primarily based on the ideas of Henry Fayol (1841-1925). He observed the organizational functions from managerial point of view. He believed in universality of management and reasoned that those who acquire general knowledge of managerial functions and principles can manage all types of organizations. He proposed the breaking of the complex management process into separate interdependent areas of responsibility. He divided the administrative activities into six groups, all of which are closely dependent on one another. These six areas of operations are as follows: x Technical: This area is concerned with manufacturing products. x Commercial: It involves purchasing of raw materials for the products and selling the finished products. x Financial: This area involves searching for and acquiring capital and allocating it to various functions in an optimal manner and keeping an overview control of the flow of capital. x Security: Security operations are designed to take the necessary and adequate steps for the production and safety of goods and people. x Accounting: This area covers all accounting aspects of the organization including recording and taking stock of costs, profits, liabilities, assets, preparing balance sheets and compiling accounting statistics. x Managerial: Henry Fayol's primary concern was with the managerial functions of planning, organizing, command, coordination and control. CHECK YOUR PROGRESS 1. What are the processes involved in staffing? 2. Where does the test of managerial ability lie? 3. Mention some other names for administrative management.

Management NOTES Self-Instructional Material 135 6.3 DEVELOPMENT OF MANAGEMENT AS A SCIENCE AND PROFESSION In this section, we will analyse whether management is a science, an art or a profession.

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Management as a Science Before trying to examine whether management is a science or not, we have to understand the nature of science. Science may be described as a systematized body of knowledge pertaining to an act of study and contains some general truths explaining past events or phenomena. It is systematized in the sense that relationships between variables and their limits have been ascertained and underlying principles have been discovered. Three important characteristics of science are

as follows: x

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It is a systematized body of knowledge and uses scientific methods for observation. x Its principles are evolved on the basis of continued observation and experiment. x Its principles are exact and have universal applicability without any limitation. Examples of scientific principles are that two atoms of hydrogen and one atom of oxygen form one molecule of water, or according to the law of gravitation if anything is thrown towards the sky it will come down to

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earth. Judging from these criteria, it may be observed that management too is a systematized body of knowledge and its principles have evolved on the basis of observation, not necessarily through the use of scientific methods. However, if we consider science as a discipline in the sense of our natural science, one is able to experiment by keeping all factors and then varying them one at a time. In natural science, it is possible to repeat the same conditions over and over again, which enable the scientist to experiment and obtain a proof. This kind of experimentation cannot be carried out in the art of management since we are dealing with the human element. This puts a limitation on management as a science. It may be designated as an 'inexact' or 'soft science'. Management as an Art Art comprises the 'know-how to accomplish a desired result'. The focus is on doing things in one way.

As the saying goes 'practice makes a man perfect', constant practice of the theoretical concepts (knowledge base) contributes to the formation of skills. The skills can be acquired only through practice. In a way, the attributes of science and art are two sides of a coin. Medicine, engineering, accountancy and the like require skills on the part of the practitioners and can only be acquired through practice. Management is no exception. For example, a university gold

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medallist in surgery may not necessarily turn out to be a good surgeon; similarly a management graduate from the best of the institutes may not be very effective in practice. In both the

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cases, the application of knowledge acquired through formal education requires ingenuity, correct understanding of the variables in the situation, pragmatism and creativity in finding solutions to problems. Effective practice of any art requires a thorough understanding of the science underlying it. Thus, science and art are not mutually exclusive, but

are

complementary. Executives who attempt to manage without the conceptual understanding of the management principles and techniques have to depend on luck and intuition. With organized knowledge and the necessary skill to use such knowledge, they have a better chance to succeed. Therefore, it may be concluded that management is both a science and an art. Management as a Profession Profession can be described as

the occupation in which an individual claims to have obtained specialized knowledge. This occupation is used to either

instruct, guide or advise others. It is a body of specialized knowledge and technique comprising formalized methods of acquiring training and experience. As a profession, management regulates behaviour, creates a code of conduct and supports the image of its members. 6.4

FUNCTIONS OF MANAGEMENT The management process consists of four basic functions, namely, planning, organizing, directing and controlling. These functions are the manager's tools to achieve the

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organizational goals and objectives. These functions are interrelated and interdependent so that a significant change in one function affects

the functioning of others. Planning Planning is considered to be the central function of management and determines the

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organization's direction. It is a rational and systematic way of making decisions today that will affect the future of the company. It

involves the process of ascertaining organizational goals and objectives and deciding on activities to attain these objectives. It is also a process of preparing for change and coping with uncertainty by formulating future courses of action.

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Planning is particularly important because of scarce resources and uncertain environments with a fierce competition for these resources.

Planning is a kind of organized foresight and

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corrective hindsight. It involves forecasting the future as well as attempting to control the events. It involves the ability to foresee the effects of current actions in the long run in the future. Peter Drucker has defined planning as follows:

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Planning is the continuous process of making present entrepreneurial decisions systematically and with best possible knowledge of their futurity, organizing systematically the efforts needed to carry out these decisions and measuring the results of these decisions against the expectations through organized and systematic feedback." An effective planning programme incorporates the effects of both external as well as internal factors. The external factors are shortages of resources, both capital and material, general economic

trend in terms of

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interest rates and inflation, dynamic technological advancements, increased governmental regulations regarding community interests, unstable international political environments '

and so on.

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The internal factors that affect planning include limited growth opportunities due to saturation

which may require diversification, changing patterns of work force, more complex organizational structures, decentralization and so on.

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Organizing Organizing requires a formal structure of authority and the direction and flow or such authority through which work sub-divisions are defined, arranged and coordinated so that each part relates to

each other part

in a united and coherent manner so as to attain the prescribed objectives. Thus, the function of organizing involves the determination of activities that need to be done in order to achieve the company goals, assigning these activities to the proper personnel and delegating the necessary authority to carry out these activities in a coordinated and cohesive manner. It follows, therefore, that organizing function is concerned with: x Identifying the tasks that must be performed and grouping them wherever necessary.

x Assigning these tasks to the personnel while at the same time

defining their authority and responsibility. x Delegating such authority to these employees. x Establishing a relationship between authority and responsibility.

x Coordinating these activities.
Directing The

directing function is concerned with leadership, communication, motivation and supervision so that the employees perform their activities in the most efficient manner possible. The leadership element involves issuing of instructions and guiding the subordinates about procedures and methods.

The communication must be open both ways

so that the information can be passed on to the subordinates and the feedback received back from them. Motivation factor is very important, since highly motivated people show excellent performance with less direction from superiors. Supervising subordinates would give continuous progress reports as well as assure the superiors that the directions are being properly carried out.

Management NOTES 138 Self-Instructional Material The leadership style that works best varies, depending upon the characteristics of the leader, the followers and the relevant situation. As the president of a top "Fortune 500" company said, "A leader must lead, not drive. People are unpredictable, different from one another, often irascible, frequently petty, sometimes vain, but always magnificent if they

are properly motivated". Controlling The function of controlling consists of those activities that are undertaken to ensure that the events do not deviate from the pre-arranged plans.

It is the process of devising ways and means of assuring that planned performance is actually achieved. In essence, control involves sequentially: x Setting up standards of performance x Determining methods for measuring such performance x Measuring the actual performance using these methods x Comparing these measurements with the pre-established standards, and x Taking corrective action, when necessary, to correct any deviations between the measured performance and expected performance. CHECK YOUR PROGRESS 4. Management may be designated as which type of science? 5. What are the internal factors which affect planning? 6.5 RELATIONSHIP BETWEEN ORGANIZATION AND MANAGEMENT

The word organization is used and understood widely in our daily lives. It has been defined in a number of ways by psychologists, sociologists, management theorists as well as practitioners.

What is an Organization?

A definition of organization suggested by

Chester Barnard, a well-known management practitioner, nearly sixty years ago, still remains popular among organization and management theorists.

According to him, an organization is

a system of consciously coordinated activities or efforts of two or more persons.

In other words, a formal organization is a cooperative system in which people gather together and formally agree to combine their efforts for a common purpose. It is important to note that the key element in this rather simplistic definition is conscious coordination, and it implies a degree of formal planning, division of labour, leadership and so on.

For example, if two individuals agree to push a car out of a ditch, as a one-time effort, then these individuals would not be considered as an organization.

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However, if these two individuals start a business of pushing cars out of ditches, then an organization would be created. More recently, Bedeian and Zamnuto have defined organizations as 'social entities that are goal directed, deliberately structured activity systems with a permeable boundary'. There are

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four key elements in this definition: 1. Social entities: The word social as a derivative of society, basically means gathering of people as against plants, machines, buildings, even though plants, machines and buildings are necessary contributors to the existence of the organization. Organizations will cease to exist if there

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no people to run them, even if other things remain. For example, if everybody resigns from a company and no one is replaced, then it is no longer an organization even though all

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material assets of the company remain until disposed off. On the other hand, there are organizations such as neighbourhood associations, which have only people in them and no physical assets. Accordingly, it is the people and their roles that are the building blocks of an organization. 2. Goal directed: All efforts of an organization are directed towards a common goal. A common goal or purpose gives organization members a rallying point. For example, Ross Perot, Chief Executive Officer (CEO) of Electronic Data Systems (EDS), recommended when he joined General Motors, that GM should strive to become the finest car manufacturer in the world. This became the common goal of all GM employees. While the primary goal of any commercial organization is to generate financial gains for its owners, this goal is interrelated with many other goals, including the goals of individual members. For example, General Motors may have the commercial goal of producing and selling more cars every year, community goal of reducing air pollution created by its products, and the employee goals of earning and success achievement. 3. Deliberately structured activity systems: By systematically dividing complex tasks into specialized jobs and categories of activities into separate departments, an organization can use its resources more efficiently.

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subdivision of activities achieves efficiencies in the workplace. The organizations are deliberately structured in such a manner so as to coordinate the activities of separate groups and departments for the achievement of

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common purpose. 4. Permeable boundary: All organizations have boundaries that separate them from other organizations. These boundaries determine as to who and what is inside or outside the organization. Sometimes, these boundaries are vigorously protected. However, the dynamics of the changing world has made

these boundaries

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less rigid and more permeable in terms of sharing information and technology for mutual benefit.

Management NOTES 140 Self-Instructional Material Importance of Organizing As we have learnt in the previous section,

organizing is the second major function of management. If planning involves the determination and achievement of objectives, then organizing is the process of selecting and structuring the means by which those objectives are to be achieved. The organizing process deals with how the work is to be divided and how coordination of different aspects is to be achieved and so on. We are truly a society of organizations. All work has to be organized efficiently in order to use the resources available to us in the most efficient manner. One reason for organizing is to establish lines of authority. This creates order within the organization. Absence of authority almost always creates chaotic situations and chaotic situations are seldom productive—hence, the importance of organizing efforts well. Effective organizations include coordination of efforts and such coordination results in synergy. Synergy occurs when individuals

or separate units work together to produce a whole greater than the sum of the parts. This means that $2 + 2 = 5$. Furthermore, organizing is important to improve communication among the members.

A good

organizational structure clearly defines channels of communication among the members of the organization. Proper and correct communication is one of the keys to success. Most people believe that organizations are social entities and social forces such as politics, economics, and religion shape organizations. Some organizational theorists suggest the opposite. They say that it is the large organizations which influence politics and economics. Social class is determined by rank and position within the organization. Organization is the essence of living. An organized family is more productive than a disorganized family. All families depend on business organizations for their livelihood. Organizations shape our lives, and better managers can shape effective organizations. However, it is not just the presence of organizations that is important but also the knowledge of organizing. Consider how the

Olympic games are organized or how large airports are built. Without proper organization of people and resources the project could not be successful.

Guidelines for Effective Organization

There are some established guidelines that are common to all organizations that are structured in a classical form. The classical form means a bureaucratic structure where there is a hierarchy of power and responsibility and the directions primarily flow from the top management to the lower levels of workers through its hierarchical ranks. These guidelines are as follows: 1.

The lines of authority should be clearly stated and should run from

the top to the

bottom of the organization. This principle is known as the scalar principle and the line of authority is referred to as chain of command.

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The major decisions are made and policies are formulated at the top management level and they filter down through the various management levels to the workers. The line of authority should be clearly established so that each person in this chain of command knows his authority and its boundaries. 2. Each person in the organization should report to only one boss. This is known as the principle of unity of command and each person knows

as to whom he reports

to and who reports to him. This process eliminates ambiguity and confusion that can result when a person has to report to more than one superior. 3. The responsibility and authority of each supervisor should be established clearly and in writing. This will clarify the exact role of the supervisor as to the limits of his authority. Authority is defined as the formal right to require action from others and responsibility is the accountability of that authority. With clearly defined authority and responsibility, it will be easier for the supervisor to trace and handle problems and make quick decisions when necessary. 4.

The senior

managers are responsible for the acts of their subordinates. The manager or the supervisor cannot dissociate himself from the acts of his subordinates. Hence, he must be accountable for the acts of his subordinates. The authority and responsibility should be delegated as far down the hierarchical line as

objectively

possible. This will place the decision making power near the actual operations. This would give the top management more free time to devote to strategic planning and overall policy making. This is especially necessary in large complex organizations. This principle is known as decentralization of power as against centralized power where all decisions are made at the top. 5. The number of levels of authority should be as few as possible. This would make the communication easier and clear and the decision making faster. A longer chain of command generally results in run-arounds because the responsibilities are not clearly assigned and hence become ambiguous. According to Gilmore, most organizations do not need more than six levels of supervision, including the level of the president. 6. The principle of specialization should be applied wherever possible. Precise division of work facilitates specialization. Every person should be assigned a single function wherever possible. This rule applies to individuals as well as departments. The specialized operations will lead to efficiency and quality. However, each area of specialization must be interrelated to the total integrated system by means of coordination of all activities of all departments.

Management NOTES 142 Self-Instructional Material 7. The line function and the staff function should be kept separate. The overlapping of these functions will result in ambiguity.

The

line functions are those that are directly involved with the operations that result in the achievement of the company objectives. Staff functions are auxiliary to the line function and offer assistance and advice. For example, legal, public relations and promotional functions are all staff functions. The activities of line managers and staff managers should be coordinated so as to achieve synergetic results. 8. The span of control should be reasonable and well established. The span of control determines the number of positions that can be coordinated by a single executive.

The span of control

could be narrow where there are relatively few individuals who report to the same manager or it could be wide where many individuals

are under the supervision of the same manager. However, such a span of control would depend upon the similarity or dissimilarity of the subordinate positions and how inter-dependent these positions are. The more inter-dependent

these positions are, the more difficult is the coordination. In such interlocking positions, it is advisable to have no more than five or six subordinates working under any one executive. 9.

The

organization should be simple and flexible. It should be simple because it is easier to manage and it should be flexible because it can quickly adapt to changing conditions. It should be such that it can easily be expanded or reduced, as the times demand. Furthermore, simplicity would make the communication much easier, fast and accurate, which is necessary for successful organizations. While these principles, in general, apply to

classical organizations as proposed by Frederick Taylor and Henry Fayol, and have been adopted to facilitate administration, some more recent principles have evolved which have become an integral part of most modern organizations. These new principles of participative decision-making, challenging work assignments, management by objectives, decentralization of authority, etc., have been integrated with the traditional ones. The idea is to stimulate creativity,

encourage growth and optimize the utility of all resources in reaching the goals of the organization.

Process of Organizing

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The organizing function is extremely important, because once the objectives of the organization and the plans have been established, it is the primary mechanism with which managers activate such plans. Organizing is the function of gathering resources, establishing orderly uses for such resources and structuring tasks to fulfil organizational plans. It includes the determination of what tasks are to be done, how

the tasks

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are to be grouped, who is going to be responsible to do these tasks and who will make decisions about

these tasks.

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The process of organizing consists of the following five steps.

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Reviewing plans And objectives Determining activities Classifying and grouping activities Evaluating results Assigning work and resources 2 1 3 4 5 Feedback)LJ Five Steps

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Organizing 1. Reviewing plans and objectives: The first step for the management is to reflect on the organizational goals and objectives and its plans to achieve them so that proper activities can be determined. For example, if a high class restaurant is to be opened in an elite area, then the management must establish objectives and review

these objectives

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so that these are consistent with the location of the restaurant and the type of customers to be served. 2. Determining activities: In the second step, managers prepare and analyse the activities needed to accomplish the objectives. In addition to general activities such as hiring, training, keeping records and so on, there are specific activities which are unique to the type of business that an organization is in. For example, in the case of the restaurant, the two major activities or tasks are cooking food and serving customers. 3. Classifying and grouping activities: Once the tasks have been determined, these tasks must be classified into manageable work units. This is usually done on the basis of similarity of activities. For example, in a manufacturing organization, the activities may be classified into production, marketing, finance, research and development and so on. These major categories of tasks can be subdivided into smaller units to facilitate operations and supervision. For example, in the area of serving customers in the restaurant, there may be different persons for taking cocktail orders, for food orders and for clearing the tables. For cooking food, there may

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different cooks for different varieties of food. 4. Assigning work and resources: This step is critical to organizing because the right person must be matched with the right job and the person must be provided with the resources to accomplish the tasks assigned. The management of the restaurant must determine as to who will take the orders and who will set as well as clear the tables, and what the relationship between these individuals will be. Management must also make sure that adequate resources of food items, utensils and cutlery are provided as necessary. 5. Evaluating results: In this final step, feedback about the outcomes would determine as to how well the implemented organizational strategy is working.

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This feedback would also determine if any changes are necessary or desirable in the organizational set-up. For example, in the case of the restaurant, complaints and suggestions from customers would assist the manager in making any necessary changes in the preparation of food, internal decor of the restaurant or efficiency in service. CHECK YOUR PROGRESS 6.

What does a good organizational structure clearly define? 7. What does the unit of command process eliminate? 6.6 SUMMARY x

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Management, in some form or another, is an integral part of living and is essential wherever human efforts are to be undertaken to achieve desired objectives. The basic ingredients of management are always at play whether we manage our lives or our business.

x

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The concept of management is as old as the human race itself. The concept of 'family'

itself

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required that life be organized and resources of food be apportioned in a manner so as to maximize the utility of such resources.

x Management

process is defined as a process which aims at creating the goals of an organization, planning, controlling the organization's activity. x

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Management is a universal process where there is human activity, whether individual or joint, there is management. The process of management can be noticed in all spheres of life. The basic nature of management activity remains

the

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same in all arenas, whether the organization to be managed is a family, club, trade union, trust, municipality, business concern or the government. Slight variations in approach and style may

be there

from organization to organization, but the management activity is basically the same everywhere.

x The scope of management

includes subject matter, functional areas as well as interdisciplinary approaches. Administrative management is also known as functional or process approach. It is primarily based on the ideas of Henry Fayol (1841-1925). He observed the organizational functions from managerial point of view. He believed in universality of management and reasoned that those who acquire general knowledge of managerial functions and principles can manage all types of organizations. x

Art comprises

the 'know-how to accomplish a desired result'. The focus is on doing things in one way.

As the saying goes 'practice makes a

man

Management NOTES Self-Instructional Material 145

perfect', constant practice of the theoretical concepts (knowledge base) contributes to the formation of skills.

Management is both a science and an art. x

As a profession,

management regulates behaviour, creates a code of conduct and supports the image of its members.

x The management process consists of four basic functions, namely, planning, organizing, directing and controlling. These functions are the manager's tools to achieve the

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organizational goals and objectives. These functions are interrelated and interdependent so that a significant change in one function affects

the functioning of others. x

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The word organization is used and understood widely in our daily lives. It has been defined in a number of ways by psychologists, sociologists, management theorists as well as practitioners. x A

good

organizational structure clearly defines channels of communication among the members of the organization. Proper and correct communication is one of the keys to success.

x

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There are some established guidelines that are common to all organizations that are structured in a classical form. The classical form means a bureaucratic structure where there is a hierarchy of power and responsibility and the directions primarily flow from the top management to the lower levels of workers through its hierarchical ranks. 6.7

KEY TERMS x

Management Process: It is defined as a process which aims at creating the goals of an organization, planning, controlling the organization's activity.

x

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Science: It may be described as a systematized body of knowledge pertaining to an act of study and contains some general truths explaining past events or phenomena.

x Organization: It

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is a cooperative system in which people gather together and formally agree to combine their efforts for a common purpose. 6.8

ANSWERS TO 'CHECK YOUR PROGRESS' QUESTIONS 1. Staffing

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involves the process of recruiting, training, developing, compensating and evaluating employees, and maintaining this workforce with proper incentives and motivations.

Management NOTES 146 Self-Instructional Material 2.

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The test of managerial ability lies in coordinating various resources to achieve maximum combined productivity. 3.

Administrative management is also known as the functional or process approach. 4. Management may be designated as an 'inexact' or 'soft science'. 5.

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The internal factors that affect planning include limited growth opportunities due to saturation

which may require diversification, changing patterns of work force, more complex organizational structures, decentralization and so on. 6.

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A good organizational structure clearly defines channels of communication among the members of the organization. 7.

The application of unity of command

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process eliminates ambiguity and confusion that can result when a person has to report to more than one superior. 6.9

QUESTIONS AND EXERCISES Short-Answer Questions 1. List the categorization of administrative activities into six areas of operations as per Fayol. 2. What are the three important characteristics of science? 3. What are some of the activities that are related to the function of controlling? 4. Briefly explain the four key elements in the definition of the term 'organizing'. 5. What is the importance of organizing? Long-Answer Questions 1. Discuss the main characteristics of management. 2. What is the scope of the management process? 3. Examine management as a science, art and a profession. 4. Describe the functions of management. 5. Discuss the guidelines for effective organizing. 6. Examine the process of organizing.

Management NOTES Self-Instructional Material 147 6.10 FURTHER READING Bharat Bhushan Gupta. 1975. Problems of Indian Administration. Allahabad: Chugh Publications.

Arora, Ramesh Kumar. 1995. Indian Public Administration: Institution and Issues. New Delhi: New Age International.

Basu, Rumki. 1994. Public Administration: Concept and Theories. New Delhi: Sterling Publishers. Mishra, Sweta and Alka Dhameja. 2016. Public Administration: Approaches and Applications. New Delhi: Pearson Education India. Chandan, J.S. 1997. Management Concept and Strategies. Delhi: Vikas Publishing House.

New Public Management NOTES Self-Instructional Material 149 UNIT 7 NEW PUBLIC MANAGEMENT Structure 7.0 Introduction 7.1 Unit Objectives 7.2 Genesis, Principles, Concepts, Characteristics and Components 7.2.1 Critique 7.3 Summary 7.4 Key Terms 7.5

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Answers to 'Check Your Progress' Questions 7.6 Questions and Exercises 7.7 Further Reading 7.0 INTRODUCTION

New Public Management is an approach used to running public service organization that is used in government and public service institutions and agencies. You have learnt the concept of new public service and new public management in the earlier units. In this unit, you will study the concept through its evolution, characteristics, components and in the end the reason for its critique. 7.1 UNIT

OBJECTIVES After going through this unit, you will be able to:

x Discuss the principles and characteristics of New Public Management

x Examine the criticisms of New Public Management 7.2

GENESIS, PRINCIPLES, CONCEPTS, CHARACTERISTICS AND COMPONENTS

The growing fiscal deficit most developing nations have faced since the 1980s forced them to borrow to raise revenue for government, which in return created the problem of indebtedness for them. Public management, though increasingly used since the 1980s, is not yet a fully developed concept.

The movement in

public management in public administration focussed on the role of top administrative leaders, such as political appointees.

New Public Management NOTES 150 Self-Instructional Material Public management adheres to traditional objective, discipline and social science inquiry and prefers the multi-disciplinary, problem-oriented and clearly normative nature of its policy-oriented kin. The public manager is concerned with the specific functions necessary to organization and implementation of the public policy, i.e., planning, organization, directing and controlling followed by the Luther Gulick's formula of POSDCORB. Public policy and public management are partners, convergent in outcome yet with different focus. Lynn combines the theories of managerial and organizational behaviour of senior public executives who pursue public policy. Managing public policy, according to Lynn, is a result of the

executive effort directed at affecting governmental outcomes by influencing the processes that design and carry out governmental activity. You can, thus, say that public management has an important role in effecting policy operations. The concept of public management is the combination of two words 'public' and 'management'. Its contents emphasized

on the concepts taken from both political science and business management. While constitutional principles, rule of law, equity, fairness, etc., are the contents of political science, efficiency, financial transactions and benefits are its business ingredients. Public management

is

used at both micro and macro level towards the betterment of the

policy-making. The public manager deals with the public policy, in managing the policy process and also contributes in implementation of

public policy. It is an ongoing process and criteria in making, implementation and assessment of the public policy. New Public Management The concept of new public management is of recent origin in the new globalization period. As mentioned, it is a mixture of two words—public and management—and its contents highlight the concepts taken from both political science and business management. While constitutional principles, rule of law, equality, justice, sovereignty, etc. are

the basic contents of the political science efficiency, cost profit, cost breakdown, planning and implementation constitute its business ingredients. Thus, public management stands for the acceptance of experienced and examined management methods for collective problem solving. In short,

new public management takes what and why from public administration and how from

business management. Traditional public administration is generally associated with bureaucracy while the latter is decried and denounced by new public management. Richard Common defines new public management (NPM) as a vast range of contemporary administrative changes. NPM has become a very popular concept. Its secret lies in its appeal as an attractive solution to the problems of big and inefficient government.

New Public Management

NOTES Self-Instructional Material 151

The term new public management

was invented by Christopher Hood in 1991 and used in his paper A Public Management for All Seasons, which was published in

Public Administration (Volume LXIX, No. 1). Christopher Hood defines new public management as follows: x Emphasis on professional management in the public sector x

Emulation of private sector management style x Shift to the competitive approach, the motivation being to cut costs and raise standards of service and product x Emphasis on standard setting, performance measurement and goal setting x Increased concern for output control x Rules and regulation and economy in resource use x Unification of massive units into provider producer functions and the introduction of contracting Another notable contribution in the development of NPM was made by Gerald Caiden. Others who have contributed to NPM are P. Hoggett, C. Pollitt, R. Rhodes, R.M. Kelly, P. Aucoin and L. Terry. No organizations or institutions whether political, social, economical or even religious, can carry on the work without proper administration or management. Principles of management are now commonly used not only for managing business organizations, but also educational, social, financial and even governmental organizations. Now, the government agencies are freely using progressive modernized and updated management thoughts and principles into their area to carry forward their various policies and activities.

No more administrative set up is in their updating with the demand of time and, at the same time; management with its ever changing face is providing the base to reach the goal.

Management is the moral process in all forms of organizations, though it may differ in its complexity with the size of organizations.

In other words of Claudi S. George, management is the central

core of national as well as personal activities and the way you manage yourself and your institutions reflect with alarming clarity what you and your society will become. Momentum to public management has principally come from two sources. The first source came from the USA where the dominant view is that management techniques developed and examined in the private sector may profitably be applied in public administration. The second

source is now protection or New Right, which believes in authority of the market as the guiding principle for society as whole. By the same count, it calls for the retreat of the state, and argues for deregulation, privatization and agreement management.

New Public Management NOTES 152 Self-Instructional Material The 5 Ds

In a federal set-up, the tendency of centralization should not always be overpowering. This was kept in mind while formulating our Constitution. The eighth schedule clearly mentioned the areas of power and functions of the states and union governments. The regulatory framework in which the

Indian administration was working with prime focus on the instructions of the Centre does no longer hold true. The process of decentralization calls for making the levels of administration responsive to the local need. With the passage of seventy third and seventy fourth Constitution (Amendment) Acts, 1992,

the local government has become a reality. The functions and subjects on which the local bodies shall work are specified in the Eleventh and Twelfth Schedule of the Constitution. This devolution of powers and functions is getting hampered due to the absence of finances and adequate and well trained functionaries. There has been an increasing tendency of

concentrating the administrative machinery either in the state capitals or districts; there is an urgent need to disperse the offices with optimal facilities of funds, finances and functionaries. E-governance can act as both a tool to centralize as well as decentralize, but surely assists in a two-way communication with of course cost and other challenges attached with it. The policies once formulated are given to administrators to implement. The ground realities act as the test for policy execution, thus bureaucrats use the principle of delegation. This could be misused by discretionary application, so clear and specific benchmarks are must. The exact mix from the two is, however, not easy to determine. In fact, there are two polar view points, which are as follows: x

There are strong similarities between public management and private management. This school of thought favours free transferring of standards of good management of public administration. x There are some basic differences between public and private management. It, thus, highlights the exclusive political environment within which public administration is obliged to function. In addition, to these views, there is also a third middle path. This school of thought believes that the truth lies some where in between the two extremes. In development of their ideas, the proponents of this take into account both colonial and normative arguments. In today's liberalization world administration has been replaced by management. Public administration is also identical with management with overlapping circles. The Indian Institute of Public Administration (IIPA) is not only a professional body but also a source head of all that stands for the best in public management. Earlier, IIPA was a direct training centre for the Indian Administrative

New Public Management NOTES Self-Instructional Material 153

Services (IAS) and other services. Now, they are providing training programmes, lectures on the public management, public administration and other fields of the social science with its rich library and training techniques that are needed in public management and administration. The old picture of administration has been compressed by so many practitioners in various fields that it has lost its shape

so much so that it has got transformed to management in all its consequences, behaviour and stratifications. Now, they are trying to adopt the administrative formula of POSDCORB, which is primarily concerned with efficiency.

It means the following: x Planning x Organizing x Delegation x Staffing x Coordination x Reporting x Budgeting Gulick also identifies following

five different aspects of time: 1. Time as an input time 2. Time as output time 3. Time as the flow of events 4. Time as a gap between two or more significant events or processes 5. Timing as a management policy Gulick clarified that time has realistic and significant connotation for public management. It reflects that the principle of management should eternally tie to the culture in which they arise. He also defined that

the culture must evolve appropriately well before major challenges in human organizations as it is not a machine but an organism. He stressed that time must become a central strategic and moral concern in public management. Therefore government must plan and work with this flow in time and for time. The

world has now settled down with the definition of management in its changing scenario with Ms such as men, money, materials and machines; irrespective of the fact whether it is a developed nation or a developing one.

In the changing scenario of management, you have begun to realize with the globalization of Indian economy that

all our institutions need management discipline. All professional managers, irrespective of their environment ranging from financial management, personnel management, inventory management, etc., have to bring about better result in their wider spectrum to total management.

New Public Management NOTES 154 Self-Instructional Material Human values in public management cannot be ignored. Many scholars have asserted that all management is man management in the final analysis. In the design of an organization, management is the most powerful element. It adopts and adapts the organization to its environment. It shapes the environment to make it more suitable to the organization. It requires coordination at all levels and

coordination leadership is a must. It is leadership that ensures synchronization of that activity of people, both at the planning and execution stages. So, you can say that the public management movement focusses on the role of top managerial leaders, such as political appointees. The concentration of the public management movement on top management has resulted in overlooking the contributions of other levels in administration.

It worked blindly as the administrative chain of command except the top.

The concept of NPM defines the way of handling management of an organization with following various methods and techniques of the management. It also follows the rule based on man, money, material and machines. Political thinker Luther Gulick also emphasizes that time was crucial in the concept of new public management. Without it there is no change, no growth, no cause and effect and no responsibility for management. Gulick describes that all public policy transformations are rooted in the timing and democracy timing is the trademark of the statecraft. A dominant trend in public administration

has emerged in 1980s as one of

the growing disillusionment with the state as an instrument of social betterment. All over the world, the state discovers itself under siege

so as to say, and it is under constant

attack, while the governing capacity of the government is seriously questioned. While people now a days

have less faith in the government the need for what Jan Koolman and Martijkin Vliet call collective problem solving had not diminished. The remedy has been discovered in

the

business administration. UA Gunn calls new public management as the third way between the public administration and private administration. J.L. Perry and K.E. Kraemer observe

that

public management is the merger of the normative orientation of traditional public administration and the instrumental orientation of general management. Approach of new public management (NPM) as public choice theory (PCT) New public management is a commercial approach to public administration as well as the turning point on the basis of

public choice theory (PCT) and managerialism. NPM also believed in the dominance of the market and in private sector management. PCT has resonance with the 'Neo Right Movement' or 'Neo Liberalism'. Market model—the dominant model of the governance in the NPM schema introduces competitive elements in the public administration with marketization, privatization and

down sizing being its key features. The two defining pillars of

New Public Management NOTES Self-Instructional Material 155 NPM are public choice theory and neo Taylorism. New public management is anti-bureaucratic and it must be viewed in a larger perspective, which is more than anything else. It marks an aggressively managerial approach in public administration and

thus can be seen as a direct criticism of the traditional model of public administration. Public choice theory has exercised a powerful pressure upon

the

policy- making since the 1970s. It seeks to communicate an altogether new direction to

the

public administration. It gives itself to a market value and thus closes down

the control of the government in respect of the supply of public services, as an alternative introduces the principle of challenge. As the public bureaus are exposed to competition, there is a continuous search for improvement in service standards.

People get the option of choosing between competitive service suppliers and now power is decentralized. New public management is thus dressed up in the language of management and imported methods and techniques for the profitable sector. It is characterized by three powerful business features like management, service and client orientation and market type mechanism.

However,

Osborne's

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and Gaebler's book, Reinventing Government: How the entrepreneurial spirit is transforming the public sector,

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Reinventing Government: How the entrepreneurial spirit is transforming the public sector,

can be a roadmap for designing a government on the wide principles of

NPM. The following are to be considered: x Catalytic government that is based on direction-finding rather than rowing or self creating

x Community owned government that believes in empowering rather than serving

x Result-oriented government that believes only in the outputs and not in the inputs x Mission-oriented government that change rule of determined organizations x Consumer-driven government that believes in meeting the needs of the customer and not the bureaucracy x Enterprising government that believes in earning rather than spending x Preventative government that believes in prevention better than cure x Decentralized government that believes in the substantive participation and team management x Market-oriented government that believes in the massive change through the market x Competitive government that believes in competition and initiates in the organization

New public management is result oriented and goal oriented. It believes in flexible planning in organization on personal terms and conditions of employment and so on. It depends upon three factors that are wealth, competence and efficiency.

New Public Management

NOTES 156 Self-Instructional Material 7.2.1 Critique New public management (NPM) is criticized for separating political decision- making approach from the implementation aspects of public administration. Political executives are to lose control over the implementation of their policy as a result of managerial reforms.

NPM involves several shifts and changes. However, public management implies replacement of the traditional methods and ethos of the public administration by private sector practices that are claimed to be of superior effectiveness. NPM disagrees for a public sector less protected from the private sector and for greater management's diplomacy in handling of public administration. It is the executive model, which is rather unfamiliar with the public administration and it is the supervisory thrust that pushes public administration into neo-taylorian direction.

The trend towards the new public management observed in public administration is not without criticism. The influx of private sector must not ignore the values inherent in public administration. New public management puts forward the state to adopt an alternative in the market form. It boldly recommends privatization and all that it implies and all growing techniques of management and application.

Under the new public management, the concept of public administration is progressively disappearing and there is a search of alternatives to boost up the concept of publicness. NPM or business management has now marginalized these essential features of the public administration.

New public management is a dominant trend and is now becoming more and more specialized and is rapidly evolving as true profession with definable principles. CHECK YOUR PROGRESS 1. What is the element with which traditional public administration is generally associated and which is decried by new public management? 2. Who invented the term new public management? 3. What does POSDCORB stand for? 7.3 SUMMARY x

The growing fiscal deficit most developing nations have faced since the 1980s forced them to borrow to raise revenue for government, which in return created the problem of indebtedness for them. Public management, though increasingly used since the 1980s, is not yet a fully developed concept.

x The movement in public management in public administration focussed on the role of top administrative leaders, such as political appointees.

New Public Management NOTES Self-Instructional Material 157 x Public management adheres to traditional objective, discipline and social science inquiry and prefers the multi-disciplinary, problem-oriented and clearly normative nature of its policy-oriented kin. The public manager is concerned with the specific functions necessary to organization and implementation of the public policy, i.e., planning, organization, directing and controlling followed by the Luther Gulick's formula of POSDCORB. x Public policy and public management are partners, convergent in outcome yet with different focus.

You can, thus, say that public management has an important role in effecting policy operations. The concept of public management is the combination of two words 'public' and 'management'. Its contents emphasized on the concepts taken from both political science and business management. While constitutional principles, rule of law, equity, fairness, etc., are the contents of political science, efficiency, financial transactions and benefits are its business ingredients.

x The concept of new public management is of recent origin in the new globalization period. As mentioned, it is a mixture of two words —public and management—and its contents highlight the concepts taken from both political science and business management. While constitutional principles, rule of law, equality, justice, sovereignty, etc. are the basic contents of the political science efficiency, cost profit, cost breakdown, planning and implementation constitute its business ingredients. Thus, public management stands for the acceptance of experienced and examined management methods for collective problem solving.

x

The term new public management was invented by Christopher Hood in 1991 and used in his paper A Public Management for All Seasons, which was published in Public Administration (Volume LXIX, No. 1).

x

In today's liberalization world administration has been replaced by management. Public administration is also identical with management with overlapping circles. x The administrative formula of POSDCORB, which is primarily concerned with efficiency means the following: R Planning R Organizing R Delegation R Staffing R Coordination R Reporting R Budgeting New Public Management NOTES 158 Self-Instructional Material x Human values in public management cannot be ignored. Many scholars have asserted that all management is man management in the final analysis. In the design of an organization, management is the most powerful element.

x

New public management is a commercial approach to public administration as well as the turning point on the basis of public choice theory (PCT) and managerialism.

x New public management (

NPM) is criticized for separating political decision-making approach from the implementation aspects of public administration. Political executives are to

lose control over the implementation of their policy as a result of managerial reforms. 7.4

KEY TERMS x Public choice theory: It is the use of economic tools to deal with traditional problems of political science. x Neo Liberalism: It is a political theory of the late 1900s holding that personal liberty is maximized by limiting government interference in the operation of free markets. 7.5 ANSWERS TO 'CHECK YOUR PROGRESS' QUESTIONS 1.

Traditional public administration is generally associated with bureaucracy while the latter is decried and denounced by new

public management. 2.

The term new public management was invented by Christopher Hood in 1991. 3.

POSDCORB stands for: x Planning x Organizing x Delegation x Staffing x Coordination x Reporting x Budgeting

New Public Management NOTES Self-Instructional Material 159 7.6 QUESTIONS AND EXERCISES Short-Answer Questions 1. How does Christopher Hood define new public management? 2. What are the two sources of momentum to public management? 3. Write a short note on centralization and decentralization in India. Long-Answer Questions 1. Discuss the Approach of new public management (NPM) as public choice theory (PCT). 2.

Explain the criticism against the new public management. 7.7 FURTHER READING Bharat Bhushan Gupta. 1975. Problems of Indian Administration. Allahabad: Chugh Publications.

Arora, Ramesh Kumar. 1995. Indian Public Administration: Institution and Issues. New Delhi: New Age International.

Basu, Rumki. 1994. Public Administration: Concept and Theories. New Delhi: Sterling Publishers. Mishra, Sweta and Alka Dhameja.

2016. Public Administration: Approaches and Applications. New Delhi: Pearson Education India.

Administrative Behaviour NOTES Self-Instructional Material 161 UNIT 8 ADMINISTRATIVE BEHAVIOUR Structure 8.0 Introduction 8.1

Unit Objectives 8.2 Decision-Making 8.3 Leadership 8.4 Leadership Styles 8.5 Motivation 8.5.1 Morale 8.6 Communication 8.6.1

Control 8.7

Summary 8.8 Key Terms 8.9

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Answers to 'Check Your Progress' Questions 8.10 Questions and Exercises 8.11 Further Reading 8.0 INTRODUCTION

You have learnt about the concept of management and the fundamental principles of management previously. Now you will learn about the crucial administrative behaviour needed for the successful administration. This includes a gamut of different skills including decision making skills, leadership skills, motivational techniques, and morale related studies. The administrator must also know about the tools of communication and the importance of control. This unit will discuss the aforementioned topics in detail. 8.1

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OBJECTIVES After going through this unit, you will be able to: x Discuss the concept of

decision-making x Describe the administrative function of leadership x Explain motivation and morale x Examine the tools of communication and control 8.2

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DECISION-MAKING Decision-making and problem solving are core functions of management because they are an integral part of all other managerial functions such as planning, organizing,

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directing and controlling. They are also an integral part of life because life cannot be managed without making decisions. We are always faced with situations where we have to make choices almost every day of our lives and making a choice out of many options constitutes a decision. This decision maybe a simple one such as, choosing clothes to wear, selecting food from a menu or deciding general activities for the day, or it may be a major decision such as changing a job or purchasing a house. Rational decision-making and problem solving may be used interchangeably since a problem has to exist and a decision

has to be

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made to solve such a problem. While most decisions indeed involve a problem, some decisions are

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routine and may not involve a problem. For example, decisions as to what to wear or which movie to see or whether to stay or go

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swimming are routine decisions and simple choices among available alternatives, requiring common sense and simple qualitative judgement. Problem solving, on the other hand, is a much more vigorous process which requires rational inquiry based upon unemotional reasoning, identifying the problem, generating feasible solutions for it, choosing the best solution from

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utility point of view and then applying this solution to see if it works efficiently and effectively. In general, while decision-making results in a choice from many alternative courses of action, problem solving results in resolving the disparities between the desired performance and the performance actually obtained. Decision-making is a complex mental exercise

in reality.

Some of the decisions we make are highly significant with highly important consequences. The more significant decisions very often need the exercise of considerable analytical judgement and the quality of such judgement is the backbone of successful decisions. These judgements must eliminate the root causes of the problems that have necessitated such decisions. Ineffective decisions attack only the symptoms and are only cosmetic in nature. They may solve the problem on the surface or on a short-run basis, but in order to find a lasting solution, the problem must be attacked at its roots.

As we all face the future, its unpredictability brings to us certain situations that

are unexpected and hence problematic in nature. As we grow older and share added responsibilities, we develop certain characteristics

and some intuitional senses that

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help us solve some of these problems and we also learn some techniques and methodologies through the acquisition of knowledge and skills, which assist us in solving certain types of problems. These problems require decisions

that

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exist at personal, organizational and social levels. Individuals must make major decisions regarding their careers,

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their marriage and family and other decisions, which have far-reaching personal implications. The organizational decisions involve problems relating to investments, products, marketing, location of production or service facilities, dealing with personnel problems, contributions towards community welfare and so on. Societies, in general,

Administrative Behaviour NOTES Self-Instructional Material 163

have

many problems that affect their very survival such as crime, energy shortages, depletion of finite resources, health services, employment, political conflicts among nations, and so on.

All these

problems have to be faced and solved. No person can avoid problems and ignoring a problem is never

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a solution. From an organizational point of view, the decision-making process is such an integral and important part of management that some thinkers propose that management is simply a decision-making process. They call it the 'decision theory school of management'. The basic emphasis of this school is not on people or environmental variables influencing the management behaviour but on the process of decision-making and the theory that all management thought could be built around it. According to Simon: 'A theory of administration should be concerned with the process of decision as well as with the process of action.' Even if the decision-making is not the only skill required for effective management, it cannot be denied that in fact it is an essential and highly important skill. This skill is actively utilised in all other functions of management such as planning, organizing, directing and controlling. 'Hence, decision-making is widely acknowledged as the centre of executive activity in business and industry and is considered as the major criterion for the evaluation of an executive's administrative performance.' Defining a problem Since a problem must exist in order to make a decision for solving it, we must know what the problem is so that we can identify it when it shows up. Being aware of the problem is the first prerequisite for finding a solution. The Webster's Dictionary defines a problem as, 'a question raised for inquiry, consideration or solution.' While this definition is not complete or self-explanatory in itself, a problem seems to exist when the symptoms of the outcome of an activity do not seem to be conforming

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the expected outcome of the same activity as planned. For example, you are going to your office in the car and on the way, you get a flat tyre, then you have a problem since you did not expect this to happen. Similarly, if someone becomes ill, then this is a deviation from the norm of healthy living and

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the sick person would seek solution to the problem by going to the doctor.

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Problem pointers First of all, how do we determine that there is a problem? Even if we know that there is a problem, how do we determine the extent and the seriousness of the problem? According to Miller and Starr, there are certain characteristics that are attributes of problems. One of the major characteristics of the problem is the existence of a deviation between what was expected under a given set of conditions and what actually happened.

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Self-Instructional Material Before solutions can be found, the problems must be thoroughly and correctly diagnosed and the decisions concerning solutions to the problems must

be dealt with, keeping in view the underlying factors other than the

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surface symptoms. For example, a doctor prescribing a medicine for a headache as a symptom without looking into

the root cause of it, will only provide a

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temporary relief and not really 'solve' the problem. Accordingly, in properly defining a problem, we must ask some critical questions relating to it. Some of these critical questions may be:

x What type of problem is it? x

How large is the deviation from the norm? x

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How quickly has this deviation been observed? x What are the critical factors relating to the problem?

x

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Why do we want to solve this problem and when? x Would the cost of solving the problem be justified? x Who should solve the problem and what particular method

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chosen to solve the problem? These initial questions would indicate the extent of the problem so that we can become fully aware of it and grasp its significance. It is very important that the problem be diagnosed as early and correctly as possible. For example, cancer, when detected in earlier stages, may be cured, but in advanced stages it can be fatal. The early awareness of the problem is the first prerequisite for dealing with it. However, sometimes we may not even know that there is a problem

when in fact it exists until it is too late. Colon cancer, for example, does not have obvious symptoms for early detection and

so the patient may not even know

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that he has it until in its advanced stage. At other times, we may be aware of the problem but may not consider it serious enough to find a solution until it becomes a crisis. Some problems may hit us when their severity can no longer be ignored. For example, too many lives lost in car collisions may require legislation about seat belts in cars in order to solve the problem of death and injury in car accidents. Similarly, the destruction brought about by typhoons and hurricanes may indicate the problem of inadequate early warning systems. Another problem pointer is a built-in signal in the process of operations so that whenever there is a deviation from expected outcome, it gives out a signal. For example, the Internal Revenue Service computer will create and send a signal to alert an administrator if some tax deductions are excessive in a given tax form so that some action can be taken. Similarly, our organizational accounting system can be set up in such a manner that any changes in the cash flow or demand, increase in the cost per unit produced, excessive and delayed state of accounts receivables, excessive inventories at hand and so on will attract the manager's attention quickly for

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appropriate action. Some problems are pointed out by third parties such as a user of a product or a consumer representative group. The problem of toxic wastes almost became

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a crisis when various consumer groups started pointing out the problem of the community health to the government agencies. Poloroid instant camera came into existence because of a 'consumer complaint,' when the consumer happened to be the daughter of the instant camera inventor, who wanted to look at the pictures taken right away. Thus, if a product is faulty, it can be brought to the attention of the manufacturer. The Federal Safety Commission and Food and Drug Administration in America test products to see if they conform to

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prescribed standards. If they do not, then there is a problem for which

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solution must be found. There are some problems that come to surface due to sheer idle curiosity. The problem may not be a real one but may be considered a problem if solving it leads to better outcomes. Such a problem is not really

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deviation between what is happening and what is expected, but a deviation between what is happening and what is actually achievable. For

example, when Fredrick Taylor applied scientific methods to production, the

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productivity improved tremendously so that there was really no problem in production except that the situation was made into a problem by asking, 'Can we do it better?' Based upon this premise, some organizations are continuously involved in finding problems with existing methods in order to improve upon them. In general, a problem exists whenever there is a difference between an actual situation and the desired situation. For example, if the total number of incoming students into a college suddenly

falls below than what was expected, then this

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would pose a problem requiring administrative attention and solution. Factors Affecting Decision Making Some of the factors and personal characteristics that have an impact on the decision makers are described below. Some factors are more important at higher levels of management and others are more important at lower levels. x Programmed versus non-programmed decisions: As discussed earlier in the types of problems that managers face, programmed decisions are made in predictable circumstances and managers have clear parameters and criteria. Problems are well structured and alternatives are well defined. The problems are solved and

decisions are

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implemented through established policy directives, rules and procedures. Non-programmed decisions are made in unique circumstances and the results of such decisions are often unpredictable. Managers face ill-structured problems. These problems require a custom-made response and are usually handled by the top management. To start a new business, to merge with another business or to close a plant are all examples of non-programmed decisions. For example, when Steven Jobs and Stephen Wozniak introduced the first Apple microcomputer in 1978, they were not certain about the market for it. Today, Apple Macintosh computer is a major competitor to IBM computers.

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Information inputs: It is very important to have adequate and accurate information about the situation for decision-making, otherwise the quality of the decision will suffer. It must be recognised, however, that an individual has certain mental constraints, which limit the amount of information that he can adequately handle. Less information is as dangerous as too much information. Some highly authoritative individuals do make decisions on the basis of comparatively less information

when compared to more conservative decision makers. x

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Prejudice: Prejudice and bias is introduced in our decisions by our perceptual processes and may cause us to make ineffective decisions. First, perception is highly selective, which means that we only accept what we want to accept and hence only such type of information

filters down to our senses. Second,

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perception is highly subjective, meaning that information gets distorted in order to be consistent with our pre-established beliefs, attitudes and values. For example, a preconceived idea that a given person or an organization is honest or deceptive, good or poor source of information, late or prompt on delivery,

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on, can have a considerable effect on the objective ability of the decision maker and the quality of the decision. x Cognitive constraints:

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human brain, which is the source of thinking, creativity and decision-making, is limited in capacity in a number of ways. For example, except for some unique circumstances, our memory is short term, having the capacity of only a few ideas, words and symbols. Also, we cannot perform more than

a limited number of calculations in our heads and it is tough to compare all the possible alternatives and make a

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choice. Finally psychologically, we are always uncomfortable with making decisions. We are never really sure if our choice of the alternative was correct and optimal until the impact of the implication of the decision has been felt. This makes us feel insecure. x Attitudes about risk and uncertainty: These attitudes are developed in a person, partly due to certain personal characteristics and partly due to organizational characteristics. If the organizational policy is such that it penalises losses more than it rewards gains, then the decision maker would tend to avoid

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alternatives that have some chances of failure. Thus a manager may avoid a potentially good opportunity if there is a slight chance of a loss. The personal characteristics of a decision maker regarding his attitudes towards risk taking affect the success of the decision. The risk-taking attitude is influenced by the following variables: (a) Intelligence of the decision-maker: Higher intelligence generally results in highly conservative attitudes and highly conservative decision makers take low risks. There are others who are more willing to take calculated risks if the potential rewards are larger and there is some chance of success.

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b) Expectation of the decision-maker: People with high expectations are generally highly optimistic in nature and are willing to make decisions even with less information. The decision makers with low expectations of success will require more and more information to decide upon a course of action. (c) Time constraints: As the complexity of the personal habits of the decision maker and the complexity of the decision variables increase, so does the time required to make a rational decision. Even though there are certain individuals who work best under time pressures and may outperform others under severe time constraints, most people, require time to gather all the available information for evaluation purposes. However, most people under time pressure rely

on 'heuristic approach',

which relies on satisfactory rather than optimal decisions, thus limiting the search for additional information, considering few alternatives and few characteristics of alternatives, and focusing on reasons to reject some alternatives. This approach may also be in use when the cost of gathering information and evaluating all such information is too high.
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Personal habits: Personal habits of the decision-maker, formed through social environmental influences and personal perceptual processes must be studied in order to predict his decision-making style. Some people stick to their decisions even when these decisions are not optimal. For example, Hitler found himself bound by his own decisions. Once he decided to attack Russia, there was no going back even when he realized that the decision was not the right one. Some people cannot admit that they were wrong and they continue with their decisions

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ignoring evidence which indicates that a change is necessary. Some decision-makers shift the blame for failure on outside factors rather than their own mistakes. These personal habits have great impact on organizational operations and effectiveness. x Social and cultural influences: The social and group norms exert considerable influence on the style of the decision-maker. Ebert and Mitchell define a social norm to be 'an evaluating scale designating an acceptable latitude and an objectionable latitude for behaviour activity, events, beliefs or any object of concern to members of a social unit. In other words, social norm is the standard and accepted way of making judgements.' Similarly, cultural upbringing and various cultural dimensions have a profound impact on the decision-making style of an individual. For example, in

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Japanese organizational system, a decision maker arrives at a decision in consensus with others. This style is culturally oriented and makes implementation of the decision much easier since everybody participates in the decision-making process. In America, on the contrary, the decision-making style is generally individualistic with the help of decision models and quantitative techniques.

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Steps in Decision-Making All decisions involve a series of sequential steps that lead to a particular result. These steps are generally followed to make systematic, objective, analytical and unemotional decisions and some management scholars have called this process a 'rational decision-making process.'

Figure 8.1 shows the steps in decision-making. 3HUFHSWLRQ DQG dLDJQRVLV RI WKH SUREOHP *HQHUDWLRQ RI aOWHUQDWH VROXWLRQV (YDOXDWLRQ RI aOWHUQDWLYHV DQG sHOHFWLQJ D FRXUVH RI DFWRQ ,PSOHPHQWLQJ WKH GHFLVLRQ 0RQLWRULQJ DQG IHHGEDFN STEPS Fig. 8.1 The Decision-Making Steps These steps are explained in more detail as follows: 1.

Perception and diagnosis of the problem: Problems are defined in terms of discrepancy or deviation between the desired and actual state of affairs. The greater this deviation the more serious is the problem.

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This deviation could develop either because the performance slips when the goals remain constant or because the goals change and the performance remain constant. A problem once isolated, must be defined and formulated. A written problem statement should be developed, describing as specifically as possible the nature and the extent of the symptoms and when and where they occurred and what the underlying causes are thought to be. 2.

Generation of alternate solutions:

All possible solutions should be considered because the most obvious solution may not be the optimal solution. However, creativity should be encouraged so that the focus can be shifted to unique solutions.

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In searching for alternatives, some of the resources that can be drawn upon are: the past experience of the decision maker to look for similarities with the problems and solutions in the past, drawing on the experience of other experts both within and outside the organization, and the responses of the people who would be affected by the decision. 3. Evaluation of alternatives and selecting a course of action:

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Finding the optimal choice requires the consideration of the possible impact of all Administrative Behaviour NOTES Self-Instructional Material 169 alternatives in such a manner so that the chosen course of action will not only meet the requirements of the objectives but also eliminate the root cause of the problem. Some of the criteria against which the alternatives are to be measured are quantitative in nature such as return on investment, market share or net profits. Some other criteria are qualitative in nature such as consumer attitude, employee morale,

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ethics of the organizational mission and so on. The bottom line in any decision criterion is the benefit derived from it in financial terms. 4.

Implementation of the decision:

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The process of implementation starts with assigning responsibilities to persons who will be involved in carrying out the decision. The possibility of any resistance to changes should be examined, especially if it affects or conflicts with personal values and personalities and group norms or group objectives, if the decision has to be carried out by a group. 5.

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Monitoring feedback: Feedback provides the means of determining the effectiveness of the implemented decision. If possible, a mechanism should be built into the process, which would give periodic reports on the success of the implementation. In addition, the mechanism should also serve as an instrument of 'preventive maintenance' so that the problems can be prevented before they occur. In many situations, computers are very successfully used in monitoring, since the information retrieval process is very fast and accurate and in some instances,

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self-correcting is instantaneous. Monitoring the decision is necessary and useful irrespective of whether the feedback is positive or negative. Positive feedback reaffirms the correctness of the decision and the process. Negative feedback indicates either that the implementation requires more time, resources, efforts or planning than originally thought or that the decision was a poor one and needs to be re-examined. Rational Decision-Making Rational decision-making simply involves following the steps mentioned earlier without any biases introduced into the process at any step. The rational approach to decision-making was devised to assist managers in making objective decisions rather than decisions based on intuition and experience alone. A rational decision maker must establish the reliability of the information received and must be free from perceptual biases. Perceptual biases are introduced when a decision-maker has the tendency to filter out information that might be considered threatening to his self-image or his security. An intuitive decision-maker may also have motivational biases that would affect the quality of the decision.

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While some decisions made by managers on the basis of past experiences have turned out to be excellent, the tendency is towards rational decision-making

so that there exist

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fewer chances of making mistakes in the process. The rational decision-maker goes through the five steps mentioned earlier very carefully and makes certain that all relevant aspects of the problem as well as the solution have been looked into. This is important because as human beings we have limited capacity to absorb information and have ability to deal with no more than five or six variables at a time. This concept is known as Bounded Rationality. The attempt to be rational is bounded by the enormous complexity of many problems. In today's environment decisions must be sometimes made very quickly. They may have limited time, limited information and may have to deal with multidimensional complex issues. The bounded rationality perspective is often associated with intuitive judgements. It does not mean that the intuitive decisions are not rational, but it means that the manager may not have the resources of time to look at all aspects of the problem or all possible alternatives. He may not look for optimal decisions but satisfactory decisions. For example, a decision concerning a new plant location in the United States could involve the analysis of literally hundreds of possible sites. The manager may decide to look at three or four feasible locations rather than trying to find an optimal location. Selection of one of these locations may be satisfactory to him. A decision-maker's choices are subject to many constraints, both internal as well as external. The internal constraints include the decision-maker's intelligence, personality, training and experience, attitudes and motivation. The external constraints include the pressures put on by other members of the organization as well as groups outside it. Accordingly, a decision-

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maker might have to balance the quality of the decision with time and money needed as well as his personal characteristics.

Programmed decisions

Programmed decisions are generally routine, repetitive and applicable to known problems. These decisions generally handle well-structured problems which are familiar, complete and easily defined and analysed. For example, if you buy some merchandise and it

turns out to be defective, you can take it back for a refund. The management has already established a set of rules, policies and procedures to deal with such a situation like refunding on defective merchandise. This decision of refunding would be a programmed decision.

Non-programmed decisions

Non-programmed decisions are unique and become necessary due to certain unexpected and unprecedented situations. For example, introducing a new product and deciding about its marketing strategy would be a non-programmed decision.

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These are generally 'one-shot' occurrences, for which standard responses are not

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available and hence require a creative process of problem solving which is specifically tailored to meet the requirements of the situation at hand. Some such

situations are buying a new company or starting a new business or laying off workers and closing a plant during recession or depression. These decisions are not simple and are generally necessary when confronting ill-structured problems and carry with them consequences of diverse ramifications.

Group decision-making There are many situations which suddenly come up as ill-structured problems confronting the manager requiring him to devise unique solutions. The manager may make the decision himself or he may assign the responsibility to a task force or a group to look at the problem objectively and come up with a recommendation. The group decision would become particularly appropriate for non-programmed decisions because these decisions are complex and few individuals have all the knowledge and skills necessary to make the best decision. However, there are some factors to be considered when determining which approach to take in the process of decision-making. Some of these factors are proposed by Vroom and Yetton as follows: (

- a) The importance of the quality of the decision (b) The extent to which the manager possesses the information and expertise to make a high-quality decision (
 - c) The extent to which the subordinates have the necessary information to assist in generating a high-quality decision (
 - d) The extent to which the problem is structured (e) The extent to which acceptance or commitment on the part of subordinates is critical for the effective implementation of the decision (f) The probability that the manager's decision will be accepted by the subordinates (g) The extent to which the subordinates will be motivated to achieve the organizational goals
- Depending upon the above considerations, some of these would necessitate the decision-making process to be initiated by a team or a group including the participation of subordinates as members of such teams or groups, for this would ensure the employee commitment to the implementation of the decision so reached. This is expressed by Argyris as follows: 'Groups are valuable when they can maximize the unique contribution of each individual. Moreover, as each individual's contribution is enhanced, his or her commitment to the resulting decision is increased and internalized.'

Administrative Behaviour NOTES 172 Self-Instructional Material Advantages and disadvantages

of group-decision making Advantages In general, it is expected that a group would tend to make more effective decisions than would any single individual. Some of the of group decision-making are summarized below: (

- a) Since the group members have different specialities, they tend to provide more information and knowledge. Also, the information tends to be more comprehensive in nature and the group can generate a greater number of alternatives. (
- b) Implementation of the decision is more effective, since the people who are going to implement the decision also participated in the decision-making process. This also increases the commitment of the people to see the implementation to success. (
- c) The input from a large number of people eliminates the biases that are generally introduced due to individual decision-making. It also reduces the unreliability of individual's decisions. (d) The participative decision-making process builds up ground work as a training ground for subordinates, who develop the skills of objective analysis and derive conclusions. (e) Group decision-making is more democratic in nature while individual decision-making is more autocratic in nature. Democratic processes are more easily acceptable and are consistent with the democratic ideals of our society. Disadvantages (
- a) It is highly time consuming to assemble the right group and usually a group takes more time in reaching a consensus since there are too many opinions to be taken into consideration. (
- b) Some members may simply agree with the others for the sake of agreement since there are social pressures to conform to and not to be the odd man out. There may be some personality conflicts that may create interpersonal obstacles which may diminish the efficiency of the process as well as the quality of the decision. (
- c) The decisions made by the group may not always be in accord with the goals and objectives of the organization. This is especially true when the goals of the group and those of the individuals do not reinforce each other. (
- d) The group members may exhibit 'focus effect'. This means that the group may focus on one or few suggested alternatives and spend all the time in evaluating these and may never come up with other ideas thus limiting the choices.

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Decision under

certainty This is the simplest form of decision-making. The condition of certainty exists when

there is no doubt about the factual basis of a particular decision and its outcome can be predicted accurately. There is just one state of nature for each alternative course of action and there is complete and accurate knowledge about the outcome of each alternative. We would simply select the alternative with the best outcome. If the number of alternatives is relatively small then the outcomes can be compared with each other, either all at once and then picking the best or two at a time, comparing the two and discarding the inferior alternative, and the better one of the two is compared with the next one and the inferior alternative discarded, and so on until all outcomes have been compared and the best one identified. However, if the number of alternatives is large, then some mathematical tools such as linear programming and deterministic inventory models are available to identify the best alternative. Some situations of decision-making under certainty include the allocation of resources to various product lines where the manager knows the relationship of resources to the finished goods and their values. The alternatives are evaluated by conducting cost studies of each alternative and then choosing the one which optimizes the utility of these resources. In the area of quantitative methods, problems relating to linear programming techniques which deal with the problems of using limited resources of a business to obtain a particular objective within given conditions or constraints; transportation problems where certain transporting vehicles are dispatched to certain destinations in order to minimize the total costs of entire transportation operation; assignment problems where certain jobs are assigned to certain machines in order to minimize the total costs, are all examples of decision-making under conditions of certainty. Another

example would be buying a new car. Once the decision to buy the car has been made, there are a number of alternatives in which the payment for the car can be made. These alternatives are paying with all cash, part cash and part loan, all loan so that you can put your own money to other quantifiable uses, or lease the car for monthly or yearly rental. It is possible to calculate the total cost of each of these alternatives and choose the one which gives you the lowest cost. Decision-making under uncertainty The conditions of uncertainty

make the decision-making process much more complicated. The decision maker has no idea or knowledge about the probabilities of the various states of nature and hence the expected values of various alternatives cannot be calculated. Such problems arise wherever there is no basis in the past experience for estimating such probabilities.

For example, in the case of marketing a new product,

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it is difficult to make judgements as to how much this product will sell in different geographical areas or about probabilities of selling certain predetermined quantities in these areas in order to make profit. In such situations there is no single best criterion for selecting a strategy. However, there are a number of criteria, each justified by rationale and a function primarily of the organization policies and the attitude of the decision maker. The selection of a strategy would depend upon the criteria to be used.

We are still following the same problem except that now the demand probabilities are not known. However, it is established that the 4 customers are still definite and the maximum demand cannot be more than 8 cakes. Decision Trees The pay-off and opportunity cost tables are useful and convenient when a single decision needs to be made in a single time period, so that the decision is made at the beginning of a given period and the outcomes of the decisions are only estimated once. However, most decisions are time dependent and are sequential in nature so that each decision has an impact on the successive decisions. The decision trees satisfy this complex need where a series of decisions are to be made simultaneously. A decision tree is a graphical method to display various parts of the decision process, including courses of action, risks involved and likely outcomes. It enables the decision makers to consider alternative solutions, assign financial values to them, estimate the probability of a given outcome for each alternative, make comparisons and choose the best alternative. Barry Shore has proposed the following procedure to solve a problem by the decision-tree method. 1. The problem is illustrated by developing a decision-tree diagram. Each course of action is represented by a separate emerging branch. 2. Each outcome for each course of action is assigned a probability, which is the most likely chance of that particular outcome occurring. 3. The financial results of each outcome are determined. 4. The expected value for each outcome is calculated and the alternative which will yield the highest expected value is chosen. The best way to explain the use of the decision-tree method is to illustrate by an example. Let us assume that a company has two products to introduce. Let these products be X and Y. The company has decided that it would be too expensive to introduce both products at the same time. So, a decision has been made to introduce only one product to start with, and depending upon the degree of success generated by this first product and the funds obtained by the sales of this product, such funds could be used either to expand the production and marketing efforts for the same product or to introduce the second product.

Administrative Behaviour NOTES Self-Instructional Material 175 Assume that the company introduces product X first. Our surveys have shown that the chances are 70 per cent that the product will succeed, meaning that there are only 30 per cent chances that the product will fail. Even if the product fails and less funds are generated, product Y could still be introduced, but product X will not be expanded. The terminal expected payoff for each alternative can be calculated statistically from surveys or pilot studies. This process in the form of a decision tree is shown in Figure 8.2: Introduce X Decision Prob = 0.7 Unprofitable Prob = 0.3 Expand X Introduce Y Introduce Y 70,000 C C 60,000 20,000 C Impractical Expected Pay off Fig. 8.2 Decision Tree Method (A) We could also introduce product Y first instead of product X. By the same reasoning as above, the decision-tree diagram for the entire problem is shown in Figure 7.3. According to our decision tree, the most profitable sequence of actions would be to introduce product X first and later expand the same product, for that decision would give us the highest estimated profit of C 70,000. This technique can be equally used for more complex situations and has been successfully used in the areas of marketing, investments, equipment purchases, new venture analysis, etc. The essence of the process is to isolate all relevant decisions and assign realistic probabilities to all possible outcomes. Profitable Prob = 0.7 Expand X Expand X and Y Introduce Y Introduce Y 70,000 C C 60,000 C 40,000 Expected Pay off Introduce both X and Y Decision Expand Y Introduce X Introduce Y Not feasible Profitable Prob = 0.6 Unprofitable Prob = 0.3 Outcome Outcome Action Action C 25,000 Impractical Unprofitable Prob = 0.4 Expand X Introduce Y C 20,000 Impractical C 50,000 Fig. 8.3 Decision Tree Method (B)

Administrative Behaviour NOTES 176 Self-Instructional Material Brainstorming: Brainstorming is a technique for stimulating imaginative and novel ideas. It

involves a group of people, usually between five and ten sitting around a table,

in a classroom setting, generating ideas in the form of free association. This generates a variety of ideas and solutions.

The leader of the group briefly defines the problem and encourages the participants to suggest as many innovative, extreme and even wild ideas as possible and they are not allowed to discourage or criticize the ideas of others, no matter how farfetched such ideas may be. The idea of brainstorming is to create a climate in which people feel free to suggest whatever comes into their heads without caring about its feasibility. This encourages free-wheeling and one idea sometimes leads to another idea.

This free association and unrestricted thinking may generate some novel idea and a unique solution that may not have been thought of before.

Creativity Creativity and critical thinking are essential for making effective and

unique decisions. The degree and depth of creativity would greatly influence the quality of the decisions and consequently the results of actions that are based upon such decisions.

Creative thinking is important to bring about novel and unique ideas and critical thinking is necessary to criticize and test these ideas so that they are feasible and optimally beneficial. Creativity, though not tangible, is an essential ingredient of organizational growth. Without creativity, organizations would be stale, non-dynamic entities and their employees would stagnate into nothingness. Creative and bold decisions have contributed significantly to product improvement in inventing a new use for an existing product as well as inventing a new product or service. Creativity can be defined as, 'socially recognized achievement in which there are novel products to which one can point as evidence such as inventions, theories, buildings, published writings, paintings and sculpture and films, laws, institutions, medical and surgical treatments and so on'. Creativity and creative ideas must be socially useful and recognized. Some ideas may be creative but so eccentric that they may not have any socially redeemable value. Accordingly, the utility and usefulness would determine the value of creativity. This usefulness may be materially beneficial or intellectually stimulating. Creativity primarily means originality in ideas. An original idea is considered to be the one that has never occurred before. If such an idea is the outcome of some established procedure of manipulating variables, it may not be considered original. Only when a pattern of manipulations has never been applied to a given situation before, can the results be considered new and original. A young school student, when asked, 'Why do we build brick houses rather than wooden houses?' replied that it was done to save the forests. This was a novel response. The routine response would have been that a brick house is stronger and more resistant to fire.

Administrative Behaviour NOTES Self-Instructional Material 177 Accordingly, originality can be associated with 'those ideas that result from manipulations of variables that have not followed a rigid formula and in which the ideas have other sources of strength.' The world as we know it now would not have been possible without creative ideas having been put into production. The steam engine that revolutionized the world of travel was a novel application of an existing idea that steam under pressure tries to escape. We also have a much better control of the world than our ancestors had and this has been because of discovery and inventions that were based upon a strong element of originality. Heavy rains and typhoons, once considered as acts of God, are now fairly predictable because of original inventions in the field of meteorology. Advances in medical sciences have saved millions of lives and tremendously increased the average life span. We still have a lot of areas to cover within this world and out of it in outer space, and original ideas are being generated daily and put into practice. Creative Problem Solving The creative problem solving process follows the following broad outline: x Preparation: Preparation involves a hard and concentrated look at the problem at hand and its various parameters in order to develop a breakthrough solution. The non-creative thinker would be satisfied with a satisfactory and known solution. It is the creative thinker who will continue to look for a different and unique solution. Accordingly, preparation in the form of education, training and research is an essential foundation to build creativity. x Incubation: Incubation is a time of thought and reflection and is generally a period when the conscious attention is turned away from the problem at hand. The main idea is the observation that some creative and innovative ideas come to mind when you are not really thinking about them—a kind of result of thinking by the 'unconscious mind'. x Persistence: Merely providing an incubation period does not necessarily result in creative breakthroughs. Sometimes, persistent effort is necessary. Persistent effort would make it more likely that more and new information would be added to the decision maker's frame of reference or the problem could be redefined that could generate new and different conclusions. x Insight: It is the tentative outcome of persistent efforts and thinking when the individual believes that he has found a unique solution to the problem under study. x Verification: Now the 'insight' or the new idea has to be tested to make sure that the idea is valid and feasible. It is a kind of a critical stage because if an idea is put into practice without measuring its potential utility in a significant manner, then it could turn out to be the wrong decision. The idea may fail in the critical stage, so other ideas may have to be created.

Administrative Behaviour NOTES 178 Self-Instructional Material CHECK YOUR PROGRESS 1. List some of the problems which affect the survival of societies. 2.

What is the basic emphasis of the decision theory school of management? 3.

What does negative feedback indicate? 4. Define a decision tree. 8.3 LEADERSHIP

Leadership can

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be defined as the art of influencing and inspiring subordinates to perform their duties willingly, competently and enthusiastically

in order to achieve the desired organizational goals.

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A dictatorship under which the subordinates have to perform, would not be considered

as leadership.

A true leader motivates others to follow and induces a belief that the followers will gain by the policies of the leader.

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Generally speaking, leaders are known to possess energy, intelligence, self- confidence, patience, maturity and a charismatic appearance and attitude. Whether these characteristics are inherited or learned is still a subject of debate. Which

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of these characteristics are important and necessary for leadership is not explainable. Many of these traits are also exhibited by followers and it is not explained as to why followers could not become leaders. Leaders are

also judged by their behaviour as leaders irrespective of the characteristics. If a manager has high consideration for the welfare of his subordinates and his policies, procedures and work assignments are all acceptable to the subordinates then such manager would be considered as a good leader. Contingency theories of leadership propose that leadership can also be a function of the situation, so that

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the effectiveness of the leader's behaviour is contingent upon the demands imposed by the given situation.

This approach defines leadership in terms of the leader'

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s ability to handle a given situation and is based upon his skill in that particular area.

It is also possible to become a leader, if you know what the followers want and you have the resources or the know-how to satisfy these needs and wants, irrespective of the traits of the leader himself. This approach is known as the path- goal theory.

The leader sets up clear path and clear guidelines through which the subordinates can achieve both personal as well as

work related goals and assists them in achieving these goals.

The job of the leader becomes even easier when the subordinates are sufficiently mature, where

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the maturity of the subordinates can be defined as their ability and willingness to take responsibility for direction their own behaviour in relation to a given task.

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Traits of a Leader

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A leader has certain inherent qualities and traits which assist him in

playing a directing role and wielding commanding influence over others.

According to Prof. Authur G. Jago, some of the traits of a leader are:

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energy, drive, presentable appearance, a sense of cooperativeness, enthusiasm, initiative, intelligence, judgment, self-confidence, sociability, tact and diplomacy, moral courage and integrity, will power, flexibility, emotional stability and knowledge of human relations. These traits are not universal in nature, nor do all the leaders have all these traits.

Neither do

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all these traits work all the time. While some of these characteristics differentiate successful managers and leaders from unsuccessful ones, it is the behaviour of the leaders, either as a result of these characteristics or otherwise, which is more tangible and obvious and less abstract in nature.

The leadership behaviour is directly related to the morale of an individual employee. These are some of the indicators which, to some degree, reflect the effectiveness of leadership behaviour. 8.4

LEADERSHIP STYLES The

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leadership styles can be classified according to the philosophy of the leaders. What the leader does determines how well he leads. A style of leadership is a 'relatively enduring set of behaviours which is a characteristic of the individuals, regardless of the situation.' Some of the more significant leadership styles are discussed as follows: Autocratic or Dictatorial Leadership Autocratic leaders keep the decision-making authority and control in their own hands and assume full responsibility for all actions. Also, they structure the entire work situation in their own way and expect the workers to follow their orders and tolerate no deviation from their orders. The subordinates are required to implement instructions of their leaders without question. They are entirely dependent on their leader and the output suffers in the absence of the leader. The autocratic leadership style ranges from tough and highly dictatorial to paternalistic, depending upon whether the leader's motivational approach is threat and punishment or appreciation and rewards. In highly autocratic situations, the subordinates develop a sense of insecurity, frustration, low morale and

they

are induced to avoid responsibility, initiative and innovative behaviour. The autocratic leader believes that his leadership is based upon the authority conferred upon him by some source such as his position, knowledge, strength or the power to punish and reward. Some of the advantages and disadvantages of autocratic leadership are as follows:

Administrative Behaviour NOTES 180 Self-Instructional Material
Advantages (i)

Autocratic leadership is useful when the subordinates are new on the job and have had no experience either in the managerial decision-making process or performing without active supervision. (ii) It can increase efficiency and even morale when appropriate and get quicker results, specially in a crisis or emergency when the decision must be taken immediately. (iii) The paternalistic leadership is useful when the subordinates are not interested in seeking responsibility or when they feel insecure at the job or when they work better under clear and detailed directives. (iv) It is useful when the chain of command and the division of work is clear and understood by all and there is little room for error in the final accomplishment. Disadvantages (i) One way communication without feedback leads to misunderstanding and communications breakdown. (ii) An autocratic leader makes his own decisions which can be very dangerous in this age of technological and sociological complexity. (iii) Since it inhibits the subordinate's freedom, it fails to develop his commitment to the goals and objectives of the organization. (iv) Since it creates an environment which provides for worker resentment, it creates problems with their morale resulting in poor productivity in the long run. (v) It is unsuitable when the work force is knowledgeable about their jobs and the job calls for teamwork and cooperative spirit. Participative or Democratic Leadership In this type of leadership, the subordinates are consulted and their feedback is taken into the decision-making process. The leader's job is primarily of a moderator, even though he makes the final decision and he alone is responsible for the results. The management recognizes that the subordinates are equipped with talents and abilities and that they are capable of bringing new ideas and new methodologies to the work setting. Thus the group members are encouraged to demonstrate initiative and creativity and take intelligent interest in setting plans and policies and have maximum participation in decision-making. This ensures better management-labour relations, higher morale and greater job satisfaction. This type of leadership is especially effective when the workforce is experienced and dedicated and is able to work independently with least directives, thereby developing a climate which is conducive to growth and development of the organization as well as the individual

personality.

Administrative Behaviour

NOTES Self-Instructional Material 181 In such situations, participative style of decision-making has several advantages. These are as follows: (i)

Active participation in the managerial operations by labour assures rising productivity and satisfaction. (

ii)

Workers develop a greater sense of self-esteem due to importance given to their ideas and their contribution. (iii) The employees become more committed to changes that may be brought by policy changes, since they themselves participated in bringing about

these changes. (

iv)

The leadership induces confidence, cooperation and loyalty among workers. (v) It results in higher employee morale. (vi) It increases the participants' understanding of each other which results in greater tolerance and patience towards others. It has been demonstrated by numerous researches that participation by subordinates improves quality of work, enhances an easy acceptance of changes in the organization and improves morale and loyalty. Notwithstanding numerous advantages and great reliance on participative leadership, it has several disadvantages.

Some of these are as follows: (i)

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The democratic leadership requires some favourable conditions in that the labour must be literate, informed and organized. This is not always possible. (ii) This approach assumes that all workers are genuinely interested in the organization and that their individual goals are successfully fused with the organizational goals. This assumption may not always be valid. (iii) There must be total trust on the part of management as well as employees. Some employees may consider this approach simply an attempt to manipulate them. Accordingly, the employees must be fully receptive to this approach to make it meaningful. (iv) Some group members may feel alienated if their ideas are not accepted for action. This may create a feeling of frustration and ill-will. (v) This approach is very time consuming and too many viewpoints and ideas may make the solid decision more difficult and may be a source of frustration to impatient management. (vi) Some managers may be uncomfortable with this approach because they may fear an erosion of their power base and their control over labour. (vii) This approach relies heavily on incentives and motivation of recognition, appreciation, status and prestige. However, labour may be interested in financial incentives instead of prestige.

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Laissez-faire or Free-reign Leadership In this type of leadership, the leader is just a figure-head and does not give any direction but delegates the authority to subordinates so that they must plan, motivate, control and otherwise be responsible for their own actions. The leader

acts principally as a liaison between the group and the outside elements and supplies necessary materials and information to group members. He lets the subordinates develop their own techniques for accomplishing goals within the generalized

organizational policies and objectives. The leader participates very little and instead of leading and directing, he becomes just one of the members. He does not attempt to intervene or regulate or control and there is complete group or individual freedom in decision-making. This type of leadership is highly effective when the group members are intelligent and are fully aware of their roles and responsibilities and have the knowledge and skills to accomplish these tasks without direct supervision.

Advantages (i)

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It creates an environment of freedom, individuality, as well as team spirit. (ii) It is highly creative with a free and informal work environment. (ii) This approach is very useful where people are highly motivated and achievement oriented. Disadvantages (i) It may result in disorganized activities which may lead to inefficiency and chaos. (ii) Insecurity and frustration may develop due to lack of specific decision-making authority and guidance. (

iii)

The

team spirit may suffer due to possible presence of some uncooperative members. (iv) Some members may put their own interests above the group and team interests.

Paternal Leadership As the name suggests, in paternal leadership the leader acquires the role of the pater (father) of the group. The group is like a family and the leader is the primary controlling figure of the group. The chief functions of the leader include guiding and supporting the members. This kind of leadership style is based on a centralized management process. The leader is the primary decision maker and is supported by the other members of the group. However, for this kind of leadership style to thrive, it is vital that the members are satisfied in order to ensure efficiency.

Administrative Behaviour NOTES Self-Instructional Material 183 The leaders of the group are primarily involved in implementing significant policies and focusing on potential complexities that might occur. Thus, there exists harmony and balance in the team although the team leader is the established head of

the group. **Personal Characteristics**

of Leaders Leadership is an intangible quality and its effectiveness can best be judged by the behaviour and attitudes of followers. Even though personal backgrounds and personalities differ widely,

some of the factors such as education and socio-economic status are poor indicators of judgments of successful leaders. However, some behavioural characteristics may be common to most of the successful and effective leaders. Some of these characteristics are

as follows: x Ability to inspire others: This ability may be due to

an internal 'charisma' which is an inborn trait and may not be a learnable factor. x Problem solving skills: An effective leader has developed the patience and ability to look at the problem from various angles and get down to the cause of the problem and he tries to solve the problem

from its roots rather than the symptoms of the problem. x Emotional maturity: Emotional stability and maturity is a major ingredient for effective leadership. It pertains to good adjustment to life, calm, cool and calculated reaction to undesirable situations and obstacles and normal acceptance of success as well as failure.

x

Ability to understand human behaviour: A leader

must understand the needs, desires and behaviour of his subordinates and show respect for such desires. He is emotionally supportive and is

careful enough to avoid ego threatening behaviour. He must give credit to subordinates when their efforts are successful.

x

Verbal assertiveness: A leader must be an effective orator and must be confident of his views and opinions. He must communicate his views honestly and in a

straight forward manner without fear of consequences. x

Willingness to take risks: Routine work, no matter how well-done, never makes a leader. Successful leaders always charter the unknown. They must accept and seek new challenges. However, the risks must be calculated ones and outcomes of actions be reasonably predicted.

x

Dedication to organizational goals: A leader must demonstrate his dedication and commitment to the organization's mission, goals and objectives by hard work and self-sacrifice. He must make sure that his followers fully understand the organizational objectives and are equally dedicated and willing to work for these objectives.

Administrative Behaviour NOTES 184 Self-Instructional Material x

Skill in the art of compromise: Setting differences is a valid part of leadership and genuine differences must be solved by compromise and consensus. This will induce faith in the fairness of the leader. He must be willing to give in where necessary and must be able to take criticism with grace. However, he must not compromise for the sake of compromising

or

just

smooth sailing only and

must be willing to take a stand on controversial issues and accept the consequences

of his stand.

CHECK YOUR PROGRESS 5. How does contingent leadership theory define the term leadership? 6. Name the kind of leadership style is based on a centralized management process. 8.5 MOTIVATION Motivation encompasses the internal and external factors that stimulate desire and energy in people to be continually interested and committed to a job, role or subject, or to make an effort to attain a goal.

All motives are directed towards goals and the needs and desires affect or change your behaviour which becomes goal oriented.

Performance results with the interaction of three types of resources, which are physical, financial and human resources.

However, physical and financial resources themselves do not result in productivity. It happens only when the human element is introduced. The human element, even though most important, is most complex and unpredictable, over which management has very limited control. Understanding human behaviour and affecting it positively can increase productivity and improve performance.

The level of performance of an employee is a function of his ability and

his motivation. The former determines what he 'can' do and the latter determines what he 'will' do. The ability can always be judged and measured and depends upon background, skills and training. Motivation, on the other hand, is the force within. Wherever, there is

a strong motivation, the employee's output increases. A weak motivation has

the

opposite effect. Hence management must understand what motivates people towards better performance and take steps to create an environment which induces positive and strong motivation. According to

the Encyclopaedia

of Management, motivation is defined as, 'The degree of readiness of an organization to pursue some designated goal and implies the determination of the nature and locus of forces, inducing the degree of readiness'.

While the first management task is to set the organizational goal, the major task is to move the organization most effectively to reach that goal. This can be

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done by motivation, the purpose of which is to create conceptual as well as a physical work environment in which the people are willing to work with zeal, initiative, interest and enthusiasm with a sense of responsibility, loyalty and discipline, in a team spirit and in a cohesive manner. Motivation is a combination of many factors which affect behaviour modification. However, two factors stand out. First is an understanding of the fundamental drives, urges, needs and desires of the peoples which can be manipulated and stimulated. Second is

a sense of communication and methodology that would provide stimulus to these urges. Some of the methods used for this purpose may be the provision of financial incentives, cordial working environment, challenging work and responsibility, personal accomplishment, recognition for such accomplishment and an opportunity for growth and advancement.

Types of Motivation Information providers of motivation experts in the domain of organizational behaviour have varying viewpoints concerning whether employees get motivated by external environment features such as incentives and intimidations, or whether motivation is self-created with the absence of external features. It is clearly understood that motivation does not occur evenly in all employees under similar group of external factors. A few of these sources of motivation are as follows: x Positive motivation: This

includes accurate identification of the efforts of employees and the admiration of the involvement of the employee towards organizational goal accomplishment. Such motivations enhance performance standards, result in healthy

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team spirit and pride, a feeling of cooperation and a sense of belonging and pride. Some of the positive motivating factors are appreciation and credit for

job performed, a true concern about the well-being of subordinates, allocation of power and responsibility towards subordinates and involvement of subordinates in the process of decision making. x Negative or fear motivation: Motivation that is brought about forcefully, with use of authority and warnings, is negative motivation. The dread of being punished or unpleasant consequences influences behavioural adjustments. A few instances of negative motivation are the threat of failing in an examination and fear of being sacked or being demoted. The dread of failing in an examination motivates a number of students to put in more hard work and emerge successful in the examinations. Likewise, the threat of being sacked looms large in an employee's mind and keeps him aligned with the rules and regulations of the organization besides ensuring a fair job. The threat of punishment or actually punishing someone has proved to be successful in controlling one's misconduct and has been a major contributor of positive performance in several circumstances. Although it is an essential requirement in a number of other conditions such as disciplining a kid or Administrative Behaviour NOTES 186 Self-Instructional Material controlling an uprising,

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it is not advised or regarded as a practical option in the present business and industrial scenario. This is grounded upon the changing trends in the

personnel which consist of higher stages of employee training and education and far-reaching unionization of the workers. x Extrinsic motivation: This type of motivation is brought about by exterior features that are chiefly monetary in nature, which could be in the form of incentives and rewards. These incentives and rewards have been a matter of argument as to whether they are truly effective in motivating employees or whether they only get them to work and perform. These modes of motivation comprise of more salary, additional benefits like pension plans, stock options, revenue-sharing plans, medical and health insurance, maternity leave, paid holiday, etc. x Intrinsic motivation: This root-cause for this kind of motivation is a feeling of achievement and accomplishment and is related to the state of self-realization wherein the feeling of achieving something meaningful further motivates the worker such that this motivation is self-produced and is free of monetary gains. For example, many retired doctors work among slum dwellers without charging them any money, as it gives them a feeling of achievement and contentment. Mother Teresa's vocation in the slums of Kolkata (India) motivated many people to join her team as soon as they learnt about her besides motivating those people who worked with her. Likewise, workers of Peace Corps work in unfavourable conditions at a meagre pay. Some of the factors of intrinsic motivation are appreciations, identification, accountability, respect, authority, position, difficult tasks, and decision-making responsibility. 8.5.1 Morale Morale is the degree of enthusiasm and willingness with which individual workers of a group set out to perform the assigned work with zeal and sincerity, resulting in good team-work. When there are many frustrations, disappointments, discontent, grudges etc., it means that workers have low morale whereas morale is high when we have improved employee contribution, lower labour turnover and absenteeism. Definitions of Morale According to Flippo, morale is, "a mental condition or attitude of individuals and groups which determines their willingness to co-operate. Good morale is evidenced by employee enthusiasm, voluntary conformance with regulations and orders, and a willing-ness to co-operate with others in the accomplishment of organisation's objectives". Administrative Behaviour NOTES Self-Instructional Material 187 According to Davis, "Organisational morale is basically a mental condition of groups and individuals which determines their atti-tude". Haimann observes that morale is, "A state of mind and emotions affecting the attitude and willingness to work, which in turn, affect individual and organisational objectives". Guion defines morale as, "The extent to which an individual's needs are satisfied and the extent to which the individual per-ceives that satisfaction as stemming from his total job situa-tion". Kahn and Katz observe that, "Morale is a combination of atti-tudes towards the company, job and the immediate supervisor". According to E.F.L Brech, "Morale may be described as a readi-ness to co-operate warmly in the task and purpose of a given organisation". According to M.S. Viteles, "Morale may be defined as an attitude of satisfaction with the desire to continue in a willingness to strive for the goals of a particular group or organisation". In the words of A.A Leighton, "Morale is the capacity of a group of people to pull together persistently and consistently in pursuit of a common purpose". From the above definitions, we can say that morale includes. 1. Feelings, hopes and sentiments which affect the willingness of the people to co-operate with others in the accomplishment of common tasks. 2. It relates to the individual worker and his own perceptions of the existing state of well-being in the organisation as it pertains to him. 3. Morale is social or group-oriented and it emphasises the feeling of a team as a whole. It is esprit de corps. 4. Morale is a group attitude towards persistence, determina-tion etc., and it reflects the acceptance of group goals by group members and their interest for achieving the goals. 5. Morale is an attitude of mind which results form mobilisation of energy, interest and initiative in an enthusiastic pursuit of organisational goals. 6. Morale is job satisfaction. It is concerned with an em-ployee's attitudes towards the kind of work he does, his fellow workers, his prestige and status. Effects of Low Morale The most significant effects of low morale are: 1. High rate of absenteeism 2. Tardiness 3. High labour turnover

Administrative Behaviour NOTES 188 Self-Instructional Material 4. Strikes and sabotage 5. Lack of pride in work 6. Wastage and spoilage Measures to Build up High Employee Morale 1. Unity of Interests: Integration of worker's goals with organisation objectives will create employee's confidence and build up high morale. 2. Leadership Confidence: Managers who are sincere, sympathetic and democratic in their attitudes towards employees can easily establish confidence in their leadership. 3. Sound Wage Structure: Complete wage plan incorporates guaranteed base wage incentive for productivity and other fringe benefits. 4. Favourable Work Environment: Good working conditions create job satisfaction. A satisfied labour force is an invaluable asset of an enterprise. 5. Higher-order Need Satisfaction: Workers should be given ample opportunities to satisfy their social and egoistic wants. 6. Other Measures: Employee counselling, sound promotion policy, grievance redressal procedure, proper selection techniques, induction training, collective bargaining are some of the other measures to enhance employee morale. CHECK YOUR PROGRESS 7. What are the three resources whose interactions result in performance? 8. List some of the factors of intrinsic motivation. 8.6 COMMUNICATION

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Communication is the interchange of thoughts and information to bring about mutual understanding. It is an exchange of facts, ideas, opinions and emotions. It involves telling, listening and understanding. It ushers in progress, galvanizes action and adds meaning to life. It stems from one's need to emote, interact, relate, reach out and connect. The methods of communication are oral or verbal, written, non-verbal, visual and audio-visual. Silence is also a form of communication, and is more often eloquent than words. Oral communication is the most widely used method, and plays an important part in everyday life, both for individuals and organizations. It takes place through meetings, speeches, discussions, etc. with the help of microphones, telephones, radio and other such media. Written communication is another powerful method of communication. It takes place through letters, memos, notes, circulars, etc. with the use of computers, word processors,

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telex, fax, etc. Non-verbal communication has a universal appeal and takes place through body language, gestures and postures, facial expression, etc. Visual communication includes pictures, graphs, charts, etc. and is often used as a supplement to other forms of communication. Demonstrations and presentations are included in this form. Self-development and communication go hand in hand. The greater the effort made at improving communication skills, the more will you develop in reaching out to people socially and professionally. Not all communication that takes place among individuals and groups is effective. Barriers apart, there are several factors affecting communication. These are conceptual clarity of the communicator, language used in the communication, moods and receptivity of the sender and the receiver, and the timing of the communication.

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communication is not a matter of accident or chance. Especially in any business situation, it calls for planned, organized and coordinated efforts. Several essential ingredients contributing to the success of the communication should be reckoned with.

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Effective communication also calls for consistency, timeliness, use of appropriate modes and channels, cost consciousness, avoidance of communication overload or extreme feelings, and finally, concern for feedback. Communication takes place among human beings. Therefore, the behavioural dimension assumes great significance. Human behaviour gets reflected through perceptions, attitudes, beliefs, values, norms and experiences. That is why it is said, 'Meanings are in people, not in words'. Perception is described as the process of making sense out of events. It is essentially a matter of personal judgement. A good communicator has to realize that perceptions tend to vary from person to person and accordingly factor this realization into the communication. Attitudes exert a strong influence on human relationships and consequently on the process of communication. They can be positive and negative. A good communicator should recognize the importance of positive attitudes. People have their own beliefs regarding various subjects. Such beliefs cover areas like religion, superstition and rebirth. In order to be effective, a good communicator should refrain from passing a judgement on such beliefs and instead accommodate them in his approach. Values and value systems also influence communication, which becomes effective only when values show congruence. Norms and experience too impact communication. People tend to interpret messages in terms of these facets. A good communicator develops a clear insight into human behaviour and uses it to advantage.

Interpersonal Communication

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Interpersonal communication skills are an important facet of the process of communication, and as such are extremely relevant for achieving personal as well as professional success. Interpersonal communication refers to face-to-face or person-to-person communication. It is often direct and interactive. The message is orally communicated with the help of words as well as through non-verbal

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communication, encompassing body language, spacing, facial expressions, tone, gestures, and action. Interpersonal communication involves the effective use of verbal messages plus body language. Effective communication calls for insight into human behaviour. Interpersonal communication has come to acquire particular significance in all people-oriented situations. Large organizations which employ people at various levels lay particular emphasis on building interpersonal or people related communication skills. Effective interpersonal communication calls for good insight into human behaviour and a clear understanding of how people are likely to react under different situations. Interpersonal skills are relevant in dealing with people, both within and without, in any service sector organization. They are particularly relevant in dealing with customer grievances and complaints redressal. Good interpersonal skills of the counter staff or the floor supervisor help diffuse heated arguments or flaring up during customer interaction, and, thereby, contain the damage to the business. Training and other HRD efforts focus on developing interpersonal skills. Interpersonal skills have also come to acquire relevance as part of the HRD efforts of large and small organizations. People with good interpersonal communication skills are considered an asset to any organization. Training programmes of service oriented organizations like banks include sessions on the development of interpersonal skills. As one goes up the hierarchical ladder in an organization, one's span of control, or the number of people reporting also often gets enlarged. Effective interpersonal skills are a must in dealing with people at various levels. How you say it is what matters. At a higher level, by interpersonal skills, we refer to certain specialized skills in dealing with people under complex situations. In any business organization where a large number of people are working, both pleasant and unpleasant situations might develop. A supervisor or manager might have to convey not only appreciation or praise, but also punishment and unpalatable developments. The job may involve criticism and reprimand of juniors. Under such circumstances, not only what the supervisor says, but also the way in which it is said and what is done through actions assume meaning. Good leaders consciously develop all these verbal and non-verbal skills and use them successfully in dealing with a variety of people and situations. They use their interpersonal communication skills to create the desired impression, both positive and negative as the case may be. The words they choose, the way in which they express them, the tone, the gestures, and the action in totality are all impact creating, in any relationship building exercise, consciously or otherwise. The customer makes an impression on the counter staff as the customer walks in.

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The counter staff, likewise, make an impression on the customer. In any business, the first impression carries considerable value. If it is right, it results in a positive relationship. Hence, the right skills would cover the way we say hello, the smile, the attentiveness, the firm handshake, the impression we make as we enter and any such act which the party notices and, more importantly, interprets. Some other essential skills relevant for effective interpersonal communication are the ability to win trust, build rapport, ask the right questions, and elicit full details. Effective interpersonal communication involves creating the right impression and communicating the intended message convincingly. This calls for sincerity in approach and bringing in transparency in communication. It means asking the appropriate questions in an appropriate manner, and making the other party communicate. It means making the other person confide in you. It means breaking a person's reluctance. When we think of counselling, negotiation, hearing of appeals, personal interviews etc., extra communication skills would be involved. They have to be developed with conscious efforts. Develop a positive attitude People in a service industry, as we have noted earlier, should necessarily have one basic skill, the ability to get along with other people. They should develop interpersonal skills such as the ability to communicate effectively and also work as a member of the team. While job-oriented skills and knowledge are important, what is equally relevant, if not more, is the right attitude. The customer may accept a certain lack of knowledge, but will never accept rudeness or indifference. That is why, training programmes in service organizations covering marketing and customer relations lay particular emphasis on building the right attitude or mind-set. Bad feelings should not hinder communication People come to work not only with their hands and heads, but also their hearts. They come with not only knowledge, wisdom and intelligence, but also feelings and emotions. Dealing with other people involves control over moods. Any work situations has its mix of positive and negative, good and bad strokes. Good interpersonal skills require underplaying the negative strokes and not letting them spoil one's temperament. A service provider should learn to rise above bad feelings coming from any quarter and not let those show up or hinder dealings with the customers. Use logic to cope with difficult situations The following quote from Roberta Cava brings out beautifully the strength of rational response in dealing with difficult situations: 'Two forces—logic and emotion are at work throughout our lives. Often they push and pull in opposite directions. The one that prevails at any particular time, will determine how we get along with others and may affect our level of achievement. It is easy to respond to situations

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with emotions rather than logic, but responding logically helps us deal constructively with difficult situations.' Harmonious interpersonal relationships are the secret of business development Harmonious relations with colleagues in the workplace and customers at the counter and at the field level are the secrets of business development. Both are of equal importance and complement each other. Harmonious interpersonal relationships among employees result in well-knit teams that can respond effectively to the customers, and the customer sees one happy family at work. No wonder John Rockfeller said, 'I will pay more for the ability to deal with people than for any other ability under the sun.' 8.6.1

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Control Control is very important both in organized living as well as 'living' organizations. When things go smoothly as planned, they are considered to be under control. 'Self-control' is a word we are all familiar with and which simply means that we discipline ourselves in such a manner that we strictly adhere to our plans for our lives and generally do not deviate from these plans. Controls are there to ensure that events turn out the way they are intended to.

Need for

Control

Controls at every level focus on inputs, processes and outputs. It is very important to have effective controls at each of these three stages. Effective control systems tend to have certain common characteristics. The importance of these characteristics varies with the situation,

but in general,

need for effective control systems may be discussed under

the following heads: x

Accuracy: Effective controls generate accurate data and information. Accurate information is essential for effective managerial decisions. Inaccurate controls would divert management efforts and energies on problems that do not exist or have a low priority and would fail to alert managers to serious problems that do require attention.

x

Timeliness: There are many problems that require immediate attention. If information about such problems does not reach management in a timely manner, then such information may become useless and damage may occur.

Accordingly, controls must ensure that information reaches the decision makers when they need it so that a meaningful response can follow. x Flexibility: The business and economic environment is highly dynamic in nature. Technological changes occur very fast.

A rigid control system would not be suitable for a changing environment. These changes highlight the need for flexibility in planning as well as in control. Strategic planning must
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allow for adjustments for unanticipated threats and opportunities. Similarly, managers must make modifications in controlling methods, techniques and systems as they become necessary. An effective control system is one that can be updated quickly as the need arises.

x

Acceptability: Controls should be such that all people who are affected by it are able to understand them fully and accept them. A control system that is difficult to understand can cause unnecessary mistakes and frustration and may be resented by workers. Accordingly, employees must agree that such controls are necessary and appropriate and will not have any negative effects on their efforts to achieve their personal as well as organizational goals.

x Integration or Integrated control:

When the controls are consistent with corporate values and culture, they work in harmony with organizational policies and hence are easier to enforce. These controls become an integrated part of the organizational environment and thus become effective.

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Economic feasibility: The cost of a control system must be balanced against its benefits. The system must be economically feasible and reasonable to operate. For example, a high security system to safeguard nuclear secrets may be justified but the same system to safeguard office supplies in a store would not be

economically justified.

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Accordingly, the benefits received must outweigh the cost of implementing a control system.

x

Strategic placement: Effective controls should be placed and emphasised at such critical and strategic control points where failures cannot be tolerated and where time and money costs of failures are greatest. The objective is to apply controls to the essential aspect of a business where a deviation from the expected standards will do the greatest harm. These control areas include production, sales, finance and customer service. x Corrective action: An effective control system not only checks for and identifies deviation but also is programmed to suggest solutions to correct such a deviation. For example, a computer keeping a record of inventories can be programmed to establish 'if-then' guidelines. For example, if inventory of a particular item drops below five

per cent

of maximum inventory at hand, then the computer will signal for replenishment

of

such items. x Emphasis on exception:

A good system of control should work on the exception principle, so that only important deviations are brought to the attention of management. In other words, management does not have to bother with activities that are running smoothly. This will ensure that managerial attention is directed towards error and not towards conformity. This would eliminate unnecessary and uneconomic supervision, marginally beneficial reporting and a waste of managerial time.

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Scope of Control According to Boone and Kurtz, controls can be established in the following areas: 1. Standardized performance: Some standards of performance can be set by using time and motion studies. This would standardize the time utilized for a particular operation and the best method of completing that operation with minimum number of movements. This should result in higher efficiency, lower costs and optimal performance. 2. Safeguard company assets: These are partly performance controls which reduce losses due to waste and misuse of raw materials or equipment. Some controls may be exercised to reduce losses due to thefts. This would require strong supervisory and accounting procedures. 3. Standardize quality: The quality of product may be in terms of size, weight, colour, finish or ingredients. These must be as prescribed. Some characteristics may be judged by visual observations and inspections. Other characteristics may be tested by appropriate statistical quality control methods. 4. Limits for delegated authority: Some decisions and actions must be taken by the central management and some operational decisions can be delegated to lower management levels. However, the extent of the use of authority must be fully described and communicated. These limits are specified through directions and policy manuals. 5. Measurement of worker performance: This is to ensure that the workers are performing according to standardized performance levels. These performance standards may be output per hour or output per employee and these standards may be evaluated against set quotas of production. 6. Enhancement of positive worker attitudes: Some of the areas considered are absenteeism, labour turnover and safety records. The satisfaction of workers can be gauged by using attitude surveys and close friendly supervision and participative management wherever possible. 7. Monitoring of total organizational performance. Some of the factors included in such monitoring are sales and production forecasts, profitability and market share, personnel development, general work environment and so on. Control Process

A business organization should be able to tailor controls suited to the particular plan or manager. Controls should be designed keeping in mind certain elements that a control process must constitute.

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According to Robert J. Mockler: Management control is a systematic effort to set performance standards with planning objectives, to design information feedback systems, to compare actual performance with these pre-determined standards, to determine whether there are any deviations and to measure their significance, and to take any action required to assure that all corporate resources are being used in the most effective and efficient way possible in achieving corporate objectives. Mockler's definition divides the process of control into four steps. These steps are described as follows: 1.

Establishing standards The control process begins with the establishment of standards of performance against which organizational activities can be compared. These are levels of activities established by management for evaluating performance. These standards must be clearly specified and understood by all organizational members without ambiguity. They should be defined in measurable terms, wherever possible, such as physical units produced over a period of time, profit to be made per unit and so on. Vaguely worded standards or general goals such as 'better skills' or 'high profits' are difficult to interpret and hence lead to confusion and conflict. For example, the goal of a real estate broker may be to sell four houses per month. He can then plan the month and monitor his performance. Similarly, a vice-president in charge of production may have a goal of keeping the production cost within the assigned budget over a period of time. In attaining such a goal, he will be able to monitor the costs and take corrective actions wherever it is necessary.

In another example, a college professor may have set a goal of covering ten units from a book over a period of one semester. He can plan his schedule of teaching accordingly to meet that goal. These precisely-stated standards, goals and objectives facilitate communication with all persons making the control process easier to monitor. There are situations where it is not possible to quantify standards such as in the case of high morale, community relations, discipline or creativity. In such cases, all efforts should be made to fully understand these qualitative goals and design control mechanisms that would be useful in measuring performance in these situations. Most of these control mechanisms would be subjective in nature and decisions would be made on the basis of experience, analytical observations and intuitive judgments.

Some of the quantitative standards against which performance can be measured

are as follows:

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Time standards: The goal will be set on the basis of time lapse in performing a particular task. It could be units produced per hour, number of pages typed per hour or number of telephone calls made per day. Managers utilize time standards to forecast work-flow and employee output. Standard employee output also determines the extent of financial incentive plans.

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Cost standards: These standards indicate the financial expenditure involved per unit of activity. These could be material cost per unit, cost per person, cost of distribution per unit and so on. Budgets are established to reflect these costs and they provide monetary check-points for comparing actual costs with budgeted costs. x Income standards: These relate to financial rewards received for a particular activity. Examples would be sales volumes per month, sales generated by a sales person per year and so on. x Market share standards: This goal would be oriented towards the percentage of the total market that a company wants to retain or further acquire. For example, a company may want to increase its share of the market by four percentage points per year for the next five years. x Quality standards: These standards express levels of quality expected of a product or service. There are quality control programs which monitor the level of quality of a product. These may be tolerances within which the quality may be accepted. For example, the space shuttle and aircraft manufacturers have zero-defect production requirement while other products may have less stringent quality standards. x Productivity: Productivity or quantity standards are expressed in numerical terms as the expected number of items produced per man hour or per given activity. These goals are the key to operational efficiency and are set on the basis of past performance, degree of mechanization, employee skills and training required and motivation of employees. x Return on investment (ROI): Return on investment is comprehensive and useful standard as it involves all facets of the business such as turnover, sales, working capital, invested capital, inventory levels at given times, production costs, marketing costs and so on. It is a ratio of net income to invested capital. It is superior to market share as a standard because a large market share does not necessarily mean higher profits. x Quantitative personnel standards: The worker morale and dedication can be measured to some degree by some quantitative standards. These standards may be the extent of employee turnover, number of work-related accidents, absenteeism, number of grievances, quality of performance and so on. 2. Measuring performance Once the standards have been established, the second step in the controlling process is to monitor and measure the actual performance. Monitoring and measuring is a continuous activity and involves collection of relevant data that represents the actual performance of the activity so that a comparison can be made between what is accomplished and what was

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intended to be accomplished. The measurement of actual performance must be in the units similar to those of predetermined criterion.

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The unit or the yardstick thus chosen should be clear, well-defined and easily identified and should be uniform and homogeneous throughout the measurement process. According to Suchman, there are five types of evaluations. These are

as follows: (i)

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Effort: Effort reveals the extent of input and the idea is to measure such input to see if it is adequate in meeting the set objectives. For example, the number of courses offered in the Business Department at the university would indicate the extent of the business programme. Similarly, the number of patient beds in a hospital would be a measure of input for providing health care. A salesperson's performance may be measured by the number of calls he makes per day. Peter Blau gives an example of an employment agency where effort was evaluated by the number of applicants interviewed and counselled. However, the measurement of input was a poor indicator of results since simply counselling applicants did not mean that they all got jobs. Similarly, the number of beds in a hospital does not necessarily mean quality health care which is the ultimate goal. (ii) Effectiveness: As indicated above, the evaluation of input elements does not adequately convey the degree of effectiveness and results. This problem can be eliminated by measuring outputs such as the number of clients placed in jobs, in the case of the employment agency or the number of patients cured in a given period of time in the case of a hospital. (iii) Adequacy: Adequacy is the ratio of output to need and is a useful measure if the need and the output can be clearly identified and related. If the needs are satisfied then the performance can be considered as adequate. (iv) Efficiency: Efficiency relates output to input. According to Euske, in terms of efficiency, it is better if more can be done with the same amount of input or same output can be generated with less input. Efficiency measures are useful for comparing the same process at two points in time or two different processes with the same output. (v) Process: It relates to underlying processes which convert effort into outcome or input into output. It treats output as a function of input so that the focus is on evaluation of mechanisms that convert efforts into results, rather than the effort itself. This understanding of mechanism will assist in predicting the output of the organization for a given input. However, the process must be mechanistic in nature and clearly understood in order to be effective. For example, a sales person cannot know if his presentation will result in a sale even when such a presentation is done well and is well received. 3. Measuring devices One of the most difficult tasks in measuring actual performance is the selection of an appropriate measure. It is very important that all performance measures used in



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controlling organizational and individual performances be both valid as well as reliable. Validity reflects as to how good the performance measure is and reliability describes as to how consistent such performance measure is in obtaining results. The methods of measurement established would answer the question, 'What, how and when to measure?' The organizational objectives would determine as to 'what' is to be measured. 'How' to measure the outcome of an activity would depend upon the type of activity and whether continuous measurement or only spot checks are required. The type of activity would also determine as to 'when' measurement would take place. For example, some professors measure the performance of students only by one final examination while other professors give frequent quizzes during the semester of studies. Some of the measuring devices used are as follows: (i) Mechanized measuring devices: This involves a wide variety of technical instruments used for measurement of machine operations, product quality for size and ingredients and for production processes. These instruments may be mechanical, electronic or chemical in nature. Some electronic devices are used to check passengers at the airport for carrying prohibited items, while some are used to detect shoplifting and unchecked books from the library. Polygraph tests are used to check people's explanations for certain acts. Computers are becoming increasingly important as measuring devices. They can monitor operations as they occur and simultaneously analyse data so collected. Many retail stores use computerized scanning equipment that simultaneously monitors sales and prices of various items and tracks inventory by department, vendor and branch store. (ii) Ratio analysis: Ratio analysis is a powerful management tool for measuring various aspects of business operations. It describes the relationship of one business variable to another. The following are some of the more important ratios. (

a)

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Net sales to working capital: The working capital must be utilized adequately. If the inventory turnover is rapid, then the same working capital can be re-used. Hence, for perishable goods, this ratio is high. Any change in this ratio will signal a deviation from the norm. (b) Net sales to inventory: The greater the turnover of inventory, generally, the higher the profit on investment. (c) Current ratio: This is the ratio of current assets (cash, accounts receivables) to current liabilities and is used to determine a company's ability to pay its short-term debts.

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Net profit to net sales: This ratio measures the short run profitability of a business. (e) Net profit to tangible net worth: Net worth is the difference between tangible assets and total liabilities. This ratio of net profit to net worth is used to measure profitability over a long period of time. (f) Net profit to net working capital: The net working capital is the operating capital on hand. This ratio would determine the ability of the business to finance day-to-day operations. (g) Collection period on credit sales: The collection period should be as short as possible. Any deviation from established collection periods should be promptly investigated. (iii) Comparative statistical analysis: The operations of one company can be usefully compared with similar operations of another company or with industry averages. It is a very useful and practical performance measuring methodology. For example, farmers can compare output per acre with farmers at other locations. Any differences can be investigated and the reasons for such differences can be ascertained. Similarly, hospitals at one location can measure their medical costs against those of other hospitals, and the performance of police departments can be measured by comparing crime rates in their locality with those in other localities. Statistical models can be used for such measurements and such comparisons. (iv) Personal observation: Personal observation, both formal as well as informal can be used in certain situations as a measuring device for performances, especially the performances of personnel. The informal observation is generally day-to-day routine type. A manager may walk through a store to get a general idea about how people are working. An airline officer may fly incognito to evaluate the performance of inflight attendants.

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Formal observation is properly planned and requires preparation. For example, professors are periodically evaluated by their peers and their students. The inflight performance of commercial airline pilots is regularly measured by representatives of Federal Aviation Agency (FAA). 4. Comparing measured performance with performance standards The next step in the control process is to compare actual performance to the standards set for such performance. This comparison is less complicated if the measurement units for the standards set and for the performance measured are the same and are quantitative in nature. Such comparison becomes more difficult when they require subjective evaluations.

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The comparison shows us if anything has gone wrong in the process or operations; if there is any deviation, negative or positive and what must be done as a restorative process for correcting such a deviation. Furthermore, this comparison not only results in the correction of the divergence, but also ensures the application of the preventive steps which could guide the conduct of operations in the future. Evaluation of deviation: Before a deviation is corrected, a thorough investigation should be undertaken regarding the reasons for such a deviation. The management should look not for symptoms but for the root cause of the problem. Some of the questions to be looked into are as follows: x Were these deviations due to unrealistic standards?

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Could the suppliers have shipped faulty materials? x Are the operators less efficient, dishonest about results or misinformed about applicable standards?

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Is the equipment in poor condition? x Is the quality control department doing an adequate job? There are many instances where projects have gone over the budget and have been delayed. In such cases, these projects should be examined in their entirety and from all angles in order to determine the root cause of such a discrepancy. Deviations can be of two types, namely negative and positive. (i) Negative deviations. Negative deviations are those that have negative repercussions and may be in the form of cost overruns or the project being behind schedule or the quality or quantity of the product being below the expected standards. (

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Positive deviations. Positive deviations indicate that the performance was better than expected and the goals achieved were either earlier than anticipated or less costly than planned. These positive deviations should also be fully investigated as to why underestimations were made so that new revised estimates can be established. 5. Taking corrective actions Once the deviations have been detected and presented to the management for consideration, the decision must be taken as to what corrective actions are needed to remedy the situation. However, these corrective actions must be taken within the constraints of acceptable tolerance levels, outside environmental constraints such as those imposed by organizational culture or guidelines, labour unions, political and economic considerations and internal constraint of cost and personnel. Since, the actual results do not always conform to the desired results, some deviations may be expected for which no corrective action may be needed. However, when deviations are of a sufficiently serious nature, the following actions may be taken:

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Management must deal with the root causes of the problems and not the symptoms.

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Any corrective action should be taken promptly in order to make it most effective. x Whenever and wherever possible, the corrective action should be built into the existing operations and these controls should be self-monitoring, i.e., the actions should be automatic such as in the case of a thermostat in controlling the heat. (This field is known as 'cybernetics'). x It must be understood that the goal itself is not a static phenomenon, but is a function of the dynamics of the environment. Hence a look into the need for altering the target itself caused by shifts in the environment may be necessary.

CHECK YOUR PROGRESS 9. List some of the means of visual communication. 10. What is perception? 11. What are the three stages of control? 12. Where does the control process begin? 8.7 SUMMARY x

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Decision-making and problem solving are core functions of management because they are an integral part of all other managerial functions such as planning, organizing, directing and controlling. They are also an integral part of life because life cannot be managed without making decisions.

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Rational decision-making and problem solving may be used interchangeably since a problem has to exist and a decision

has to be

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made to solve such a problem. While most decisions indeed involve a problem, some decisions are

part of routine and may not involve a problem. x

Leadership can

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be defined as the art of influencing and inspiring subordinates to perform their duties willingly, competently and enthusiastically

in order to achieve the desired organizational goals.

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A dictatorship under which the subordinates have to perform, would not be considered

as leadership.

A true leader motivates others to follow and induces a belief that the followers will gain by the policies

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of the leader. x The leadership styles can be classified according to the philosophy of the leaders. What the leader does determines how well he leads. A style of leadership is a 'relatively enduring set of behaviours which is a characteristic of the individuals, regardless of the situation.'

Administrative Behaviour NOTES 202 Self-Instructional Material x Motivation encompasses the internal and external factors that stimulate desire and energy in people to be continually interested and committed to a job, role or subject, or to make an effort to attain a goal.

All motives are directed towards goals and the needs and desires affect or change your behaviour which becomes goal oriented.

x

Performance results with the interaction of three types of resources, which are physical, financial and human resources.

However, physical and financial resources themselves do not result in productivity. It happens only when the human element is introduced.

x Morale is the degree of enthusiasm and willingness with which individual workers of a group set out to perform the assigned work with zeal and sincerity, resulting in good team-work. x

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Communication is the interchange of thoughts and information to bring about mutual understanding. It is an exchange of facts, ideas, opinions and emotions. It involves telling, listening and understanding.

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Control is very important both in organized living as well as 'living' organizations. When things go smoothly as planned, they are considered to be under control. 'Self-control' is a word we are all familiar with and which simply means that we discipline ourselves in such a manner that we strictly adhere to our plans for our lives and generally do not deviate from these plans. Controls are there to ensure that events turn out the way they are intended to. 8.8

KEY TERMS x Leadership: It can

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be defined as the art of influencing and inspiring subordinates to perform their duties willingly, competently and enthusiastically

in order to achieve the desired organizational goals. x Leadership Style: It

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is a 'relatively enduring set of behaviours which is a characteristic of the individuals, regardless of the situation

x Motivation: It encompasses the internal and external factors that stimulate desire and energy in people to be continually interested and committed to a job, role or subject, or to make an effort to attain a goal. x Morale: It is the degree of enthusiasm and willingness with which individual workers of a group set out to perform the assigned work with zeal and sincerity, resulting in good team-work. x Communication: It

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is the interchange of thoughts and information to bring about mutual understanding.

Administrative Behaviour NOTES Self-Instructional Material 203 8.9 ANSWERS TO 'CHECK YOUR PROGRESS' QUESTIONS 1.

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Societies, in general, have many problems that affect their very survival such as crime, energy shortages, depletion of finite resources, health services, employment, political conflicts among nations, and so on. 2.

The basic emphasis of

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the 'decision theory school of management' is not on people or environmental variables influencing the management behaviour but on the process of decision-making and the theory that all management thought could be built around it. 3.

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Negative feedback indicates either that the implementation requires more time, resources, efforts or planning than originally thought or that the decision was a poor one and needs to be re-examined. 4.

A decision tree is a graphical method to display various parts of the decision process, including courses of action, risks involved and likely outcomes. 5. Contingent leadership defines leadership in terms of the leader'

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s ability to handle a given situation and is based upon his skill in that particular area. 6.

Paternal leadership is the kind of leadership style is based on a centralized management process. The leader is the primary decision maker and is supported by the other members of the group. 7.

Performance results with the interaction of three types of resources, which are physical, financial and human resources. 8. Some of the factors of intrinsic motivation are appreciations, identification, accountability, respect, authority, position, difficult tasks, and decision- making responsibility. 9.

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Visual communication includes pictures, graphs, charts, etc. and is often used as a supplement to other forms of communication. Demonstrations and presentations are included in this form. 10.

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Perception is described as the process of making sense out of events. It is essentially a matter of personal judgement. 11.

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Controls at every level focus on inputs, processes and outputs. It is very important to have effective controls at each of these three stages. 12.

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The control process begins with the establishment of standards of performance against which organizational activities can be compared.

Administrative Behaviour

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QUESTIONS AND EXERCISES Short-Answer Questions 1. What is the concept of decision making? 2. Write a short note on problem identification. 3. What are the

variables which affect risk-taking attitude? 4. What is rational decision making? 5. Write a short note on the traits that a leader should possess. 6. Briefly explain laissez-faire or free-reign leadership. 7. What are some of the measures of building up morale? 8. What is the scope of management control? Long-Answer Questions 1. Explain the factors affecting decision making process. 2. Examine the steps involved in the decision making process. 3. Discuss the concept of group decision making. Mention its advantages and disadvantages. 4. Describe the concept of decision trees. 5. What are the advantages and disadvantages of an autocratic leader? 6. Explain the types of motivation. 7. Discuss the need and importance of interpersonal communication. 8. Examine the need for management control. 9. Discuss, in detail, the process of management control. 8.11 FURTHER READING Bharat Bhushan Gupta. 1975. Problems of Indian Administration. Allahabad: Chugh Publications.

Arora, Ramesh Kumar. 1995. Indian Public Administration: Institution and Issues. New Delhi: New Age International.

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Organizational Change and Development NOTES Self-Instructional Material 205 UNIT 9 ORGANIZATIONAL CHANGE AND

DEVELOPMENT Structure 9.0 Introduction 9.1 Unit Objectives 9.2 Purpose and Objectives of Organizational Change 9.3 Techniques of Organizations Change 9.4 The Post-Bureaucratic Organization 9.5 Organizational Effectiveness 9.6

Summary 9.7 Key Terms 9.8

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Answers to 'Check Your Progress' Questions 9.9 Questions and Exercises 9.10 Further Reading 9.0 INTRODUCTION

In the previous unit, you learnt about

administrative behaviours. These behaviours as you have learnt crucial for administrators and managers. These become especially handy when organizations face the overhauling of their systems. The environment whether internal or external changes ever so often due to multiple reasons. It is prudent for the organization to adapt to these changes by upgrading and modifying their organizational processes. Organizational change and development is extremely crucial for the organizations to grow and improve and make the best of the changes in their environment. In this unit, you will learn about the purpose and objectives of organizational change, the techniques involved, the concept of post-bureaucratic organization and the concept of organizational effectiveness. 9.1

UNIT

OBJECTIVES After going through this unit, you will be able to:

x Discuss the purpose and

objectives of organizational change x Explain the techniques of organizational change x Describe the post-bureaucratic organization x

Examine the concept of organizational effectiveness

Organizational Change and Development NOTES 206 Self-Instructional Material 9.2 PURPOSE AND OBJECTIVES OF

ORGANIZATIONAL CHANGE Organizational changes are the changes of attitude, nature and interest of employees, technological and environmental changes related to an organization and changes in rules and regulations affecting the organization. The environment includes the social environment, cultural and religious environment, biological and physical environment, natural calamities and opportunities, regional environment, educational and philosophical environment and other external as well as internal environments of the organization. The changes caused or created by multiple factors cannot be prevented in many cases. They have to be managed for an effective performance of the organization. Internal environment is not the least affected factor of organizational behaviour. Marketing opportunities and threats influence the work culture and behaviour. Changing pattern of production, finance, human resources and communication are analysed and managed to bring success in the organization. An adaptive policy is adopted if preventive techniques fail to manage changes. An organization faces its own changes in structure, authority, responsibility and job restructuring. The changes influence the workings of the organization. The management has to be alert to manage such changes. Recently, absorption, mergers, liquidation and other reorganizational activities have greatly influenced the employees because many employees do not like such changes on psychological or real economic grounds. Often, changes are managed by introducing other changes. The efforts before changes and efforts after changes made by an organization have given fruitful results. If organizations are non-reactive or adaptive to the changes, their own static structure is put under suspenses of revival or death. The expectations of customers are changing fast with the changing technology and communication exposure. Internet systems have raised several problems and opportunities to the organizations who have to change their existing structure for success and survival. Growth and survival are the fundamental objectives of any organization. If the changing situations do not cope with the growing strategy, the organization may even face survival problems. Time is fast moving. Drastic changes are occurring in every branch of management, viz. production, marketing, finance, personnel and communication. Organizations have to change, adapt or overhaul their existing designs, structures and practices. An organization's strategy of adaptation to changing conditions has emerged as an important area of management. Like other branches, it must have its own staff, specialists and functionaries. Central intelligence technique has become an essential part of an organization to have suitable changes in the organization. Changes are inevitable and suitable models are to be developed to attain the corporate objectives.

Organizational Change and Development NOTES Self-Instructional Material 207 Goals of Organizational Change The changes affecting an organization are managed and some changes are made in the organization to manage the environment and techniques. Together, these changes are termed as organizational changes which are managed to achieve certain goals. The fundamental objectives of managing the changes are survival and growth of the organization. The objectives are reduced into specific goals, viz. higher performances, increased cooperation, clear communication and effective motivation for satisfying the employees. Increased performance and satisfaction are the basic goals of the organizational changes. The changes are managed and designed for organizational development. Similarly, it is stated that organizational development is achieved by making necessary changes in the existing set up and design. Behaviour influences development. It makes changes effective and efficient. Organizational development is the process which increases the organizational effectiveness which is visible in the form of employee's satisfaction and corporation's performance for survival and growth. Organizational changes are used for development through developing the techniques, models and procedures of achieving the objectives of an organization. Recently, change management is emerging as a discipline. An organization adapts its policies and procedures according to changes so that organizational objectives are achieved. The behavioural science adjusts and adapts itself to the organizational changes. Internal changes in design, reward system, performance appraisal and authority are made as the organizational changes. Competition is managed under the changing philosophy. The imminent goal of organizational changes is to mould and modify the behavioural pattern. The changes in goal setting, job design, wage structure and motivation technique influence the behaviour patterns of the employees. Change management requires proper planning, programming, procedure devising and integration. The attitudes, process, behaviour, job design, organizational design and communication system are programmed as per need of changes. Human and technical problems are solved under change management. Proactive and reactive behaviours caused by changes are managed cautiously. Intervention, response, resistance and supporting the changes are the several consequences of changes which need detailed discussions.

9.3 TECHNIQUES OF ORGANIZATIONAL CHANGE

Organizational changes take place with the changes in the environment and technology. Changes are made to manage the external changes affecting the organizational effectiveness. The organizational changes are practiced according to the needs of the situation. Different approaches are used to implement the organizational changes. The approaches are what, how and when changes should be done. These are known as type, method and time of organizational changes.

Organizational Change and Development NOTES 208 Self-Instructional Material Types of Approaches Different types of organizational changes are practiced to manage the situation. They are structural, technological, task and people. Structural approach Organizational changes involve a change in structural designs such as chart, authority, responsibility, procedures and policies. The strategy, programme, procedures, budgeting, rules and regulations are designed, redesigned and restructured accordingly to changes. Technological approach Techniques are changed as per the needs of the work flow, physical layouts, work methods and procedures and work standards. The tools and techniques are modified under the organizational changes. Task approach Job performed by individuals, motivational process, job structure and job design are restructured as per changes. People approach People give more importance to the motivation and reward system. They are also particular about their skills, selection and training and performance appraisal. These four factors, viz. structure, technology, task and people, are interdependent. Organizational changes give due importance to these factors for making different types of changes in an organization. Methods of Approaches The next approach of organizational change is deciding the methods of changes which are related with planning, power and relationship. Planning An organization plans the changes which may be structural or unstructural. Planning is done in advance to decide the various steps of changes, namely problem identification, problem solution, resource allocation, budgeting and so on. Selection, training, motivation and facilitations are changed as per plans. Resource allocation to different organs are also decided in advance. Power The power to change is given to a few persons or to some other persons. The power to change may be a unilateral power, shared power or delegated power. They have their relative merits and demerits. (i) Unilateral power A superior has more power of authority whereas a subordinate has very little power in making a decision. The superior decides by degree, replacement or structure. Degree is the one way communication by the superior to his subordinates who are expected to follow the orders without questioning them. Failure to comply with this order invites disciplinary action. Replacement suggests that the superior changes one person from one place to another. One person is replaced by another for getting a better performance, No consultation occurs between the superior and the subordinates. The structure is changed wherein the position of the subordinates is changed. The level of the structure is also changed. Under unilateral power, decision is taken only by the higher authority. The lower employees are expected to follow them, because it is expected that by changing relationship the organization improves its performance through improving the behaviour of people. (ii) Shared power: The power is not a single man's monopoly. It is used for mobilizing the subordinates. If the subordinates have the capability of making a good decision, they should also be invited to participate in the decision making process. Group decisions, i.e. decision by subordinates and superior, superior and superior or by subordinates and subordinates, are considered appropriate decisions. Group discussion brings out the best decision because of involving many minds and also those persons who will implement them. Group agreement arrived at is considered better for the management. There is great commitment to such power because the power shared is power realised by the subordinates. These techniques are not better than the group problem-solving technique, wherein discussions are undertaken for problem solution. Members are given the power of deciding. The members try to find out the solution of the problem. They are authorised to implement the suggestions. (iii) Delegated power: The subordinates are given the power to decide the functions as per the power delegated by the superior to the subordinates. The superior and subordinates meet together and decide the solutions to problems. They diagnose, analyse and find alternative solutions. Subordinates are encouraged to take decisions. Delegated power has the objective of human resource development. Sensitive training is important as it makes people developed and productive. Employees become self-aware. Changes in work patterns develop interpersonal relationship. These power-sharing techniques have their respective advantages and disadvantages. Unilateral power has advantages of specialization and technological development. Shared power gives autonomy to the employees and delegated power develops the employees. Structural approaches are rigid and impersonal and the people-oriented model is humanistic and congenial. The disadvantages of unilateral power are mismanagement and conflict. Managers are unable to control each level of management as people do not like to cooperate. The shared power approach makes the subordinates more powerful which may distort the decision making process. Delegated power is not beneficial because unqualified employees can use them for self-interest rather than for the corporate development. They should be used cautiously, contingent upon their needs. Unilateral power and delegated power are the two extremes of the power changes. They have extreme advantages and disadvantages. So, mixed power, i.e. shared power, is used for managing the changes.

Organizational Change and Development NOTES 210 Self-Instructional Material Relationship: An organization adopts changes in personal and impersonal relationships based on the needs of a situation. Efforts are made to identify the manager's leadership style. Changes in relationship are aimed to identify the relationship with more emphasis. The leadership style determines the relationship between the subordinates and his superior. Different types of leadership have different impacts on relationship changes. The training programme discusses leadership styles and their consequences. Impersonal or structural relationship is decided by the leadership style but the personal relationship is decided by the attitude of the leader. One superior may emphasize more on the subordinates' welfare while others may stress more on work. Time of Approaches Organizational changes should be used in time. A slight delay in implementation of changes may put the organization in a backward and awkward situation. It may find it difficult to come out of the problems created by certain situations. The tempo is equally important as changes made with faster speed give good results and changes with slower speed provide no results. The time, tempo, speed and depth of change process are given due consideration in organizational changes. Many major changes can take place in the beginning but they are narrowed down at the later stage. Contradictory minor changes in the beginning are converted into major changes in the end. Macro and micro changes are considered deeply for deciding the steps of organizational changes. Environment, technology, time, resources, goals and other factors are considered before deciding on an effective strategy of changes. Perspectives on Change Individual, group and organizational changes are considered for deciding the organizational change model. A particular change model will be suitable only in one situation. Change approaches and models should be applied only in the appropriate situation. One model will not serve every purpose. For example, changes made for achieving objectives of an organization do not consider generally the costs and other consequences. An effective organizational change considers all the problems and consequences attached with a specific model. Every model involves certain stages of change. The steps have agreement, disagreement, frustration and fruitful effects. Perspective of changes includes the macro- perspective, micro-perspective, transfer of learning and stages of changes. Macro-perspective Macro-perspective of changes involves power distribution change which involves the allocation of power. The totality of change is important because an individual employee does not accept the change unless it is at the macro level, i.e. at the organizational level. Employees cooperate in the changed behaviour when they

Organizational Change and Development NOTES Self-Instructional Material 211 observe that their superiors have also accepted the changes. Employees imitate the super-ordinates. They evaluate power equalisation and power expansion. Equalisation tries to allocate equitable power to the employees. In this process, some employees are allocated more power while the powers of others are reduced in a changed situation. It creates friction and resistance. The power expansion process leads to increase in power. It requires pooling of talents within an organization. Micro-perspective Individual changes are important for making organizational changes more effective beside changes at the totality level. The social and personal changes influence the employees' behaviour. A micro-perspective makes old patterns absolute and results in adoption of new patterns of behaviour. Training is also essential for making individual changes useful. In the terminology of organizational behaviour, micro- changes are successful when it involves proper perception building, learning, personality development and motivation attitudes. Tension, feeling, expression and other mental states are studied to make the changes effective. The changes necessitated by tension are directed properly to arrive at satisfactory conclusions. Employees feel confident in changing the behaviour because such changes are expected to bring satisfaction and development to the employees. Tension, if followed by prestige, is a welcome step by the employees. But, tension leading to distress is avoided. The micro-perspective of changes involves specific objectives, altering social ties, building self-esteem and internalization. Specific objectives: Changes must have specific objectives which should be known and accepted by the employees. The common objective of an organization is reduced to specific objectives or individual goals. The individual specific goals make the employees achieve the objectives with promptness and correctness. Employees evaluate the objectives, modify the objectives and reformulate them in their approachable order. When the individual goals are set mutually by the superior and sub-ordinates, they are easily and correctly implemented. The goals imposed by the superior are not welcome. They are accepted only to the degree of their mental satisfaction. The mixed power approach is more suitable for deciding specific objectives of change. Altering social ties: It is difficult for the employees to change the social customs and their acceptability in the organization. The social system influences the organization as individuals and groups bring with them the prevailing social ties. But, there is the need for releasing the old ties and establishing new ties. Replacing old dogmas with a new system is a difficult process. It requires slow changes in the existing system. Old values and beliefs are more useful than the new values and modern separatism. Interaction is essential for altering social ties. Any significant change in structure, technology, people and task influence the social acceptability.

Organizational Change and Development NOTES 212 Self-Instructional Material Unfreezing, changing and refreezing are adopted to accept or reject or remodel the changes of society. Modified attitudes are necessary to implement the changes under social ties. Interaction in social systems helps to develop the employees. It involves training, social contribution and imitation. Building self-esteem: Change is an integral part of an individual's life. He should build self-esteem in the changing environment. It is a sense of personal worth. Efficiency is increased at the building of self-esteem. Many technological changes inspire the latest structural development wherein employees get the chances of improvement. Employees accept those changes which inspire them. If the changes discourage them, they do not build self-esteem. Internalization: Internalization is the acceptance of rationale of changes. If the employees find the ideas of changes useful, they accept them from their heart and try to incorporate the changes into their behaviour at the earliest possible. New ideas are accepted as the real problem solving forces. Internalization includes the new cognitive structure, application and improvisation and verification. A cognitive structure provides a new conceptual framework for acceptance. The new ideas are accepted by the employees at the behest of some factors. Employees apply and modify the new changes. They accept these ideas after evaluating their effectiveness. If the new changes are not effective in their original forms, they are accepted after modification. Transfer of Learning Application of new knowledge acquired from job training is known as transfer of learning. When the new ideas, attitudes, belief and work culture acquired by the employees when they were away from the job for the training are applied, it is resisted or criticized by the existing people who have not acquired such knowledge. In simple words, the new ideas are assumed to be inferior when compared to the existing attitudes. People disregard the new ideas. There is no support from existing people. In India, it is observed that people have developed a 'cultural island' which is considered superior to all new ideas. No technology can break this island. This is a block in the transfer of learning. Only those new ideas and attitudes are accepted by the existing culture which are almost similar to the old ideas and attitudes. Transfer of learning is possible when 'off-the-job experience' is closer to the 'on- the-job experience'. Transfer of learning is essential for the success of an organization. Conditions are created by the management to transfer the new ideas and attitudes in the organization. The employees are developed to accept new ideas. The organization expands to incorporate them. Learning develops the employees. They are given extra consideration after getting the experience of learning. Only motivated people are sent for learning, who have the personality to change them into modern reality. Realistic learning is important than the theoretical

Organizational Change and Development NOTES Self-Instructional Material 213 one. A learner should not accept defeat. He should inculcate the spirit of new knowledge. The subject matter of learning should be related to the organization. The transferring factors are encouraged to inculcate a new culture in the organization. Reinforcement is an essential part of transfer of learning. Stages of Changes The stages of changes are examined in deciding the perspective of changes. Lewin has given three stages of changes—unfreezing, changing and refreezing. Unfreezing: Unfreezing means that old ideas and attitudes are set aside to give place to new ideas. The employees are stimulated so that they insist on new ideas and attitudes. The management creates an atmosphere wherein the employees have self-motivation for innovative discourses and practices in the organization. Changing: New ideas and practices are learnt gradually replacing the older ones. Unlike unfreezing, it is not uprooting of the old ideas. New and old systems coexist in the organization. An employee thinks, considers, finds causes and reorients the ideas of new practices. The new attitudes are developed with hope, discovery, and the old ideas develop into new ideas. Refreezing: New ideas are embraced with emotion. It is on the job practice. The old ideas are totally discarded and new ideas are fully accepted. It is reinforced attitudes, skills and knowledge. CHECK YOUR PROGRESS 1. State the fundamental objective of managing organizational change. 2. What is technological approach of organizational change? 3. Define macro-perspective of changes. 9.4 THE POST-BUREAUCRATIC ORGANIZATION The organization and the development administration has to change with time according to the requirement and effects of the socio-economic and political condition of the particular society or Nation. Organizational development is a relatively new area of interest for business and the professions, while the

professional development of individuals has been accepted and fostered by a number of organizations for some time.

Making new theory for any system is one aspect and its efficient implementation is the another. Likewise is the case of organization change and development. Organizational development (OD) is a field of study that addresses change and how this change affects organizations and the individuals within those

Organizational Change and Development NOTES 214 Self-Instructional Material organizations. Effective organizational development can assist organizations and individuals to cope with change. According to the definition given by Middlemist and Hitt (1988), organizational development is: a systematic means for planned change that involves the entire organization and is intended to increase organizational effectiveness. On the other hand, the description of organizational change and development given by Cummings and Huse (1988) defines OD in broader terms: '

A system wide application of behavioural science knowledge to the planned development and reinforcement of organizational strategies, structure, and processes for improving an organization's effectiveness.'

Every organization is established to achieve some objectives and goals; the goals can only be achieved with the professional and established of the management. The basic concept of both professional development and organizational development is the same, however, with an essential difference in focus. Professional development attempts to improve an individual's effectiveness in practice, while

organizational development focuses on ways to improve an organization's overall productivity, human fulfilment, and responsiveness to the environment (Cummings and Huse, 1988).

The end of bureaucracy, the post-modern area is that of its refurbishment (Clegg and Courpasson, 2004). The post bureaucratic configuration interpolates the Weberian ideal type with democratic principles. The control-based bureaucracy is said to be dying during the last century and emergence of new bureaucracy in which the cooperation and coordination was considered to be important rose to prominence. The new construction of post bureaucracy includes various elements of the organic structure and incorporated with the changed moderate modalities of different indirect and internalized types of the controls on the system as suggested by several thinkers such as Heydebrand (1989, p. 345) and Sewell (1998, p. 408). This can be seen through Weber's work (1947, 1970) on the distinction between bureaucratic organizations and pre-modern organizations and Foucault's work (1977, 1991) on disciplinary institutions. The analytical study made by Foucault clearly shows that the significance and importance of the combination of pre and postmodern era in the bureaucracy has to be understood for its better implementation with the challenges of present time administration work. In the post bureaucracy system, the professionals and other non-professional segments spheres have been displaced from the organization to the individual. In this respect, post-bureaucracy is not tending towards a total organization; it seeks to exploit aspects of individuals' "personal" spheres, which may be valuable in work, while leaving aspects that are unproductive outside work. It is possible to discern two general assumptions: post-bureaucratic organizations are better represented as networks than as hierarchies (Child and McGrath, 2001).

Organizational Change and Development NOTES Self-Instructional Material 215 Public administration sector as well as concerned politicians are pursuing a wave of reforms under the title of "empowerment". This empowerment is not mainly due to the reforms that have unambiguously demonstrated their continuous achievements but also due to the fact that they have moved the changes in the forward direction for the betterment of our system. Post Bureaucracy is also looking for the effective tools to deal with the changes happening day-to-day due to the advancement in science and technology and their applications on the administrative functions. The objectives of administration in any society nowadays achieved by a composite of the team works as compared to the earlier hierarchy based system in which the order was following from top to bottom as a mandatory part of their surface. Increased intellect among the people and current awareness about the rights among the people have changed the scenario of bureaucracy and the managers are seeking cooperation from the subordinate staff. The empowerment of bureaucracy in the post bureaucracy era is distinct with critics emphasising on the fact to adhere with the changes and not to stick with the past tradition of administration practices in general. 9.5 ORGANIZATIONAL EFFECTIVENESS Organizational effectiveness (OE) refers to how well the purposes of an organization are achieved. Thus, effectiveness refers to the achievement of organizational purpose. The effectiveness of an organization, also depends on how efficiently it manages change. Implementing and executing the right strategy in improving an organization's ability is part of the change management procedure. This can be achieved by focussing on structure, people systems and processes, and delivering efficiently.

There are some established guidelines that are common to all organizations that are structured in a classical form. The classical form means a bureaucratic structure where there is a hierarchy of power and responsibility and the directions primarily flow from the top management to the lower levels of workers through its hierarchical ranks. These guidelines are as follows: 1.

The lines of authority should be clearly stated and should run from top to bottom of the organization: This principle is known as the scalar principle and the line of authority is referred to as chain of command. The major decisions are made and policies are formulated at the top management level and they filter down through the various management levels to the workers. The line of authority should be clearly established so that each person in this chain of command knows his authority and its boundaries. 2. Each person in the organization should report to only one boss: This is known as the principle of 'unity of command' and each person knows as to whom he reports to and who reports to him. This process eliminates

Organizational Change and Development NOTES 216 Self-Instructional Material

ambiguity and confusion that can result when a person has to report to more than one superior. 3. The responsibility and authority of each supervisor should be established clearly and in writing: This will clarify the exact role of the supervisor as to the limits to

his authority. Authority is defined as 'the formal right to require action from others,' and responsibility is the accountability of that authority. With clearly defined authority and responsibility, it will be easier for the supervisor to trace and handle problems and make quick decisions when necessary. 4.

The senior

managers are responsible for the acts of their subordinates: The manager or the supervisor cannot dissociate himself from the acts of his subordinates. Hence, he must be accountable for the acts of his subordinates. 5. The authority and responsibility should be delegated as far down the hierarchical line as

objectively

possible: This will place the decision making power near the actual operations. This would give the top management more free time to devote into strategic planning and overall policy making. This is especially necessary in large complex organizations. This principle is known as 'decentralization of power' as against centralized power where all decisions are made at the top. 6. The number of levels of authority should be as few as possible: This would make the communication easier and clear and the decision making faster. A longer chain of command generally results in 'run-arounds,' because the responsibilities are not clearly assigned and hence become ambiguous. According to Gilmore, most organizations do not need more than six levels of supervision including the level of the president. 7. The principle of specialization should be applied, wherever possible: Precise division of work facilitates specialization. Every person should be assigned a single function wherever possible. This rule applies to individuals as well as departments. The specialized operations will lead to efficiency and quality. However, each area of specialization must be interrelated to the total integrated system by means of coordination of all activities of all departments. 8. The line function and the staff function should be kept separate: The overlapping of these functions will result in ambiguity.

The

line functions are those that are directly involved with the operations that result in the achievement of the company objectives. Staff functions are auxiliary to the line function and offer assistance and advice. For example, legal, public relations and promotional functions are all staff functions. The activities of line managers and staff managers should be coordinated so as to achieve synergetic results.

Organizational Change and Development NOTES Self-Instructional Material 217 9.

The span of control should be reasonable and well established: The 'span of control' determines the number of positions that can be coordinated by a single executive.

The span of control

could be narrow where there are relatively few individuals who report to the same manager or it could be wide where many individuals

are under the supervision of the same manager. However, such a span of control would depend upon the similarity or dissimilarity of the subordinate positions and how interdependent these positions are. The more

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interdependent these positions are, the more difficult is the coordination. In such interlocking positions, it is advisable to have no more than five or six subordinates working under any one executive. 10. The organization should be simple and flexible: It should be simple because it is easier to manage and it should be flexible because it can quickly adopt to changing conditions. It should be such that it can easily be expanded or reduced as the times demand. Furthermore, simplicity would make the communication much easier, fast and accurate, which is necessary for successful organizations. While these principles, in general, apply to classical organizations as proposed by Frederick Taylor and Henry Fayol, and have been adopted to facilitate administration, some more recent principles have evolved which have become an integral part of most modern organizations. These new principles of participative decision making, challenging work assignments, management by objectives, decentralization of authority and so on have been integrated with the traditional ones. The idea is to stimulate creativity, encourage growth and optimize the utility of all resources in reaching the goals of the organization.

CHECK YOUR PROGRESS 4. What is the difference between professional and organizational development? 5. What is span of control?

9.6 SUMMARY x Organizational changes are the changes of attitude, natures and interest of employees, technological and environmental changes related to an organization and changes in rules and regulations affecting the organization. x The environment includes the social environment, cultural and religious environment, biological and physical environment, natural calamities and opportunities, regional environment, educational and philosophical environment and other external as well as internal environments of the

Organizational Change and Development NOTES 218 Self-Instructional Material organization. The changes caused or created by multiple factors cannot be prevented in many cases. x The fundamental objectives of managing the changes are survival and growth of the organization. The objectives are reduced into specific goals, viz. higher performances, increased cooperation, clear communication and effective motivation for satisfying the employees. Increased performance and satisfaction are the basic goals of the organizational changes. The changes are managed and designed for organizational development. x The imminent goal of organizational changes is to mould and modify the behavioural pattern. The changes in goal setting, job design, wage structure and motivation technique influence the behaviour patterns of the employees. Change management requires proper planning, programming, procedure devising and integration. The attitudes, process, behaviour, job design, organizational design and communication system are programmed as per need of changes. x Different types of organizational changes are practiced to manage the situation. They are structural, technological, task and people. x The next approach of organizational change is deciding the methods of changes which are related with planning, power and relationship. x Macro and micro changes are considered deeply for deciding the steps of organizational changes. Environment, technology, time, resources, goals and other factors are considered before deciding on an effective strategy of changes. x Application of new knowledge acquired from job training is known as transfer of learning. When the new ideas, attitudes, belief and work culture acquired by the employees when they were away from the job for the training are applied, it is resisted or criticized by the existing people who have not acquired such knowledge. x The stages of changes are examined in deciding the perspective of changes. Lewin has given three stages of changes—unfreezing, changing and refreezing. x The organization and the development administration has to change with time according to the requirement and effects of the socio economic and political condition of the particular society or Nation. Organizational development is a relatively new area of interest for business and the professions. x The objectives of administration in any society nowadays achieved by a composite of the team works as compared to the earlier hierarchy based system in which the order was following from top to bottom as a mandatory part of their surface.

Organizational Change and Development NOTES Self-Instructional Material 219 x Organizational effectiveness (OE) refers to how well the purposes of an organization are achieved. Thus, effectiveness refers to the achievement of organizational purpose. The effectiveness of an organization, also depends on how efficiently it manages change. 9.7 KEY TERMS x Organisational change: It refers to the changes of attitude, natures and interest of employees, technological and environmental changes related to an organisation and changes in rules and regulations affecting the organisation. x Organizational development: It is the process which increases the organizational effectiveness which is visible in the form of employee's satisfaction and corporation's performance for survival and growth. x Organizational effectiveness (OE): It refers to how well the purposes of an organization are achieved. 9.8 ANSWERS TO 'CHECK YOUR PROGRESS' QUESTIONS 1. The fundamental objectives of managing the changes are survival and growth of the organization. 2. Technological approach of organizational change refers to the techniques are changed as per the needs of the work flow, physical layouts, work methods and procedures and work standards. The tools and techniques are modified under the organizational changes. 3. Macro-perspective of changes involves power distribution change which involves the allocation of power. The totality of change is important because an individual employee does not accept the change unless it is at the macro level, i.e. at the organizational level. 4. Professional development attempts to improve an individual's effectiveness in practice, while organizational development focuses on ways to improve an organization's overall productivity, human fulfilment, and responsiveness to the environment. 5.

The 'span of control' determines

the number of positions that can be coordinated by a single executive.

The span of control

could be narrow where there are relatively few individuals who report to the same manager or it could be wide where many individuals are under the supervision of the same manager.

9.9

QUESTIONS AND EXERCISES Short-Answer Questions 1. What are the goals of organizational change? 2. List the different types of organizational change. 3. What are the different types of power that are used in organizational change? 4. Why is transfer of learning essential for the success of an organization? 5. What are the stages of organizational change? 6. Mention some of the new organizational principles which can be used with traditional methods for achieving organizational effectiveness. Long-Answer Questions 1. Discuss the methods of organizational changes. 2. Explain the macro and micro perspective of organizational change. 3. Discuss the concept of organizational development. 4. Describe

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some established guidelines that are common to all organizations that are structured in a classical form. 9.10

FURTHER READING Bharat Bhushan Gupta. 1975. Problems of Indian Administration. Allahabad: Chugh Publications.

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Basu, Rumki. 1994. Public Administration: Concept and Theories. New Delhi: Sterling Publishers. Mishra, Sweta and Alka Dhameja.

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Modern Management Techniques NOTES Self-Instructional Material 221 UNIT 10 MODERN MANAGEMENT TECHNIQUES Structure

10.0 Introduction 10.1 Unit Objectives 10.2 Management Information Systems 10.2.1 Cybermetrics 10.3 Operations Research and

Systems Analysis 10.4 Network Analysis 10.5 Management by Objectives 10.6

Summary 10.7 Key Terms 10.8

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Answers to 'Check Your Progress' Questions 10.9 Questions and Exercises 10.10 Further Reading 10.0 INTRODUCTION

Public administration

as well as management in general utilize the effectiveness and efficiency of information and technological tools available. These make the organizational processes extremely smooth and prompt which makes decision making an even faster job. There are many technological tools available at the disposal of the managers and administrators and a good knowledge of these tools will make their activities more beneficial for achieving their pre-determined goals. In this unit, you will learn some of these technological tools including the management information system, operations research, cybermetrics, network analysis and management by objectives.

10.1

UNIT

OBJECTIVES After going through this unit, you will be able to:

x Discuss the management information systems x Explain the concept of cybermetrics x Describe operations research and systems analysis x Examine network analysis x Discuss management by objectives

Modern Management Techniques NOTES 222 Self-Instructional Material 10.2 MANAGEMENT INFORMATION SYSTEMS Management information systems are general purpose systems that provide managers with vital information about organizational activities. It is an organized collection of people, procedures, data bases and computers that provide routine reports to decision makers. The input to an MIS comes primarily from transaction processing systems and the output is simply a summary report of these transactions. For example, a bank manager may get a summary report of the daily transactions of deposits and withdrawals at his branch. The following definition of MIS was developed by the Management Information System Committee of the Financial Executive Institute (16) . "An MIS is a system designed to provide selected decision-oriented information needed by management to plan, control and evaluate the activities of the corporation. It is designed within a framework that emphasizes profit planning, performance planning and control at all levels. It contemplates the ultimate integration of required business information sub-systems, both financial and non- financial, within the company. It is a formal method of collecting timely and accurate information in a presentable form in order to facilitate effective decision making and implementation of these decisions in order to carry out organizational operations for the purpose of achieving the organizational goals". Why is MIS important It is important to set up effective management information systems for the following reasons. First, most organizations have grown in size and complexity. This results in management being removed from the scene of operations and hence it must rely on the information provided to them by the line supervisors about any operational problems needing attention. The dynamics of the environment further adds to the complexity of organizational operations. Some of the continuously changing factors affecting the volume and the type of information handled are : (a) Economic. These factors include sudden changes in the economic structure in any part of the world, sudden energy crisis, world wide inflation rate, higher interest rates, unemployment rate, changes in GNP and so on. All or some of these factors may affect a given organization, thus requiring the organization to process the information generated by these changes. (b) Technological changes. These include new technological innovations in such areas as computers, use of satellites in telecommunication, audio-visual teleconferencing and so on. Modern Management Techniques NOTES Self-Instructional Material 223 (c) Social changes. These include shift in work force from blue collar to white collar jobs, higher level of education of workers, computer networking at home, pollution problems, changes in consumer preferences and so on. (d) Political-legal. These include the effect of many new laws which are continuously being enacted and which affect the organizational systems. These laws include right to privacy, liability laws, anti-monopoly laws, truth in lending, truth in advertising, minimum wage standard laws and so on. The second reason for growth in MIS is the need to control management's decisions. More and more, large organizations are decentralizing their operations so that more information is needed about the operations of the unit managers. The performance of all units must be closely monitored and steps must be taken if the performance of any unit is below expectations. MIS can be effectively used for measuring performance and bringing about any necessary changes in accordance with the organizational goals and plans. The third reason for the rapid growth in the field of MIS is the widespread use of computer capabilities. The computers are becoming more powerful and less expensive to operate. They have large data storage capacities and retrieval of data has become easier and faster. This has made information handling easier. Developing MIS Development of an effective management information system starts with an analysis of the types of decisions to be made and the types of support systems that are available to the managers in an organization. It basically consists of the design phase and the implementation phase. The Design Phase The design phase involves the following steps. 1. Identify various decisions that must be made to run an organization. Perhaps, the managers can be interviewed regarding their informational needs. 2. Set objectives for the system. The objectives would depend upon the manager's information needs, the costs associated with the system and the benefits derived from it. The objectives of MIS should be consistent with the mission and objectives of the organizations. 3. Prepare a feasibility report. The report would emphasize the necessity as well as economic feasibility of developing and implementing the system. 4. Prepare a technical report. This report contains the actual design including technical information regarding the hardware and software needed. It would

Modern Management Techniques NOTES 224 Self-Instructional Material also indicate the various components of the system and the methodology of implementing the system. The Implementation Phase Implementation includes the purchases and integration of necessary resources and putting the system into operation. According to Rue and Byars (19) . implementation consists of the following steps : 1. Acquiring the necessary facilities, equipment and personnel. 2. Training the personnel 3. Installing the new MIS 4. Testing the new MIS 5. Operating the system. 6. Evaluating the MIS to see if it is doing what it was designed to do. While there may be different approaches to designing an effective management information system, it is necessary to have a central location for processing all the information. This is a kind of "management information centre". This centre has all the hardware, software and all the technical help necessary to gather all the information at one location and sort it out so that the managers can find facts and turn these facts into management information. A management information system basically is a set of procedures that systematically gathers all pertinent data, processes this data into a summarized presentable form of information and presents it to concerned managers so that they can make necessary decisions and take necessary actions based upon this information. An effective management information, system should be designed in such a manner that : 1. It supplies complete, accurate and timely information so that it can be used for effective planning and decision making. This would result in elimination of problems associated with inconsistent, incomplete or inaccurate data. 2. It identifies and quantifies the inter-related operational and performance variables and develops a relationship of these variables which can be used to forecast future trends. 3. It facilitates control of costs by integrating the financial and production data to generate measures of cost effective performance which can be closely monitored. 4. It identifies the separate needs of all units of a decentralized organization in a cohesive manner so that these needs can be attended to without duplication and waste of efforts. 5. It requires that the information be presented in a presentable form so that action can be initiated without further interpretation and analysis.

Modern Management Techniques NOTES Self-Instructional Material 225 This reduces the time required for action and only exceptional issues receive the full attention of top management. 6. It provides flexibility so that the system can be modified and adapted to the changes when necessary. MIS Misconceptions and Failures Computer based MIS has been hailed as the most important contribution to the process of managerial decision making. However, a decision is as good as the information it is based upon. Hence, some steps must be taken to improve upon all areas that provide input to the system. Some of the common misconceptions about MIS and some common mistakes and some causes of MIS failures are: 1. More information is better for effective decisions. This is a fallacy, since the necessary information to be processed should be relevant and no more. Simply more information will overburden the manager as he will not be able to absorb and then sort out all the data. This process may be further complicated since the manager may not know precisely as to what information he wants and hence he may ask for "all the available information." These problems must be seriously addressed so that the system be designed in such a manner as to assimilate pertinent information from all the data. 2. Lack of managerial involvement. Some of the companies which have successfully utilized MIS have encouraged the manager-user to become involved in the design of their own systems. Top management must be ambitiously involved in the implementation of the system. 3. Failure of proper communications. Inter-departmental communication must be precise, to the point, and clear. Excessive inter-departmental communication does not necessarily establish a foundation for more effective decisions. While managers, must be provided with relevant current information, they do not always have to know what other managers and their divisions are involved with. In indirect areas of communications, the manager and the systems design specialist must work together so that information is provided for decision making and the system does not simply generate data for processing purposes. 4. Computers cannot do everything. It must be recognized that the computers are not the panacea for all ills. Even though computers have become highly sophisticated and are capable of handling tremendous amount of data in a comparatively short time, they do not compensate for sound managerial judgement. Accordingly, computers can only be used as tools to facilitate managerial decision making process. 5. Human acceptance. The success of MIS program depends upon the acceptance and involvement of personnel. User attitude is an important

Modern Management Techniques NOTES 226 Self-Instructional Material factor affecting MIS success. Some users may resist MIS implementation. This resistance may be due to economic threat to clerical workers because they may fear losing their jobs or changes in their job patterns. It may also be due to threat to managerial ego because the manager may fear loss of autonomy and control because his job skills become less important as planning and control functions are largely taken over by MIS. Symptoms of Inadequate MIS In order to make improvements in the current MIS, it is necessary to look for weaknesses in the system to determine if such implemented system is adequate. A list of such symptoms has been developed by Bertram A. Colbert, who divided these symptoms into three distinct categories. These categories are operational, psychological and report content. The first two categories relate to the operation and functioning of the organization while the third one relates to the actual make-up of the information generated by MIS. These categories are described as follows: (a) Operational symptoms. The operational symptoms relate to the physical operations and activities and the results of such activities within the organization. These symptoms include: — Capital expenditure overruns. — Unexplainable cost variances. — Insufficient knowledge about competition. — Inability of executives to explain changes from year to year operating results. — Uncertain direction of company growth. — Large physical inventory adjustments. — Purchasing parts from outside vendors when internal capability and capacity to make these parts is available. (b) Psychological symptoms. These symptoms deal with the outlook of management and their attitude towards MIS. These symptoms reflect lack of concern on the part of management about the success of MIS programme, possibly due to lack of experience in appreciating the value of MIS. Some of these symptoms are: — Surprise at financial results as if they were unexpected. — Poor attitudes of executives about the usefulness of information because it may conflict with their own experienced judgement. — Executives overburdened by excessive information to be sorted out. — Lack of concern for environmental changes.

Modern Management Techniques NOTES Self-Instructional Material 227 (c) Report content symptoms. These symptoms relate to the actual content and format of the information generated by MIS. These symptoms include. — Excessive use of tabulations of figures. — Multiple preparation and distribution of identical data. — Disagreeing information from different sources. — Too little or too much information. — Lateness of reports. — Inaccurate information. — Inadequate externally generated information — Lack of standards for comparison — Failure to identify variances by cause and responsibility. These symptoms are clear indications that weaknesses in the system exist. To pinpoint the causes and determine the specific weaknesses would help managers to take preventive or corrective actions. Answers to some of the following questions may identify specific areas of MIS weaknesses. — Where and how do managers get information? — Are the people who provide information sufficiently reliable? — Do managers tend to act before they receive the necessary information? — Do managers wait so long for information that opportunities pass them by and decisions based on such information become useless? Guidelines For Improving MIS MIS difficulties and inadequacies vary from situation to situation, depending upon the quality of the existing system and the kinds of individuals implementing MIS. Some of the guidelines that can be used to improve the quality of MIS are: 1. Involve top management in the design of MIS. This involvement would mean greater acceptance and commitment resulting in overall commitment to the program by all-level users. 2. Build cooperation between designers and the users of the programme. This cooperation will result in proper feedback on the quality of information being received so that any necessary changes in the design can be made. This cooperation will result in improvements in the effectiveness of MIS. 3. Develop a master plan. All planning should be adequate and projected as far into the future as feasible. The master plan should be developed with careful analysis of the current needs and the forecasted needs. Such a plan would avoid any uncertainties associated with MIS development and serve to focus on MIS objectives as well as control the progress towards these objectives.

Modern Management Techniques NOTES 228 Self-Instructional Material 4. Both designers and users should be held responsible and accountable for the success of MIS on a cost-benefit basis. This accountability consistently reminds them to be cost conscious so that benefits achieved exceed the costs incurred. 5. Consider the social and behavioural aspects of the systems design and implementation. All efforts should be made to ensure that all people accept it as an aid rather than a replacement and that they do not resist it in any way. 10.2.1 Cybermetrics As society is facing number of changes in the recent past specifically after the emergence of globalized world, the management is also feeling the need for modernizing it through various tools and techniques available. The new techniques of management have been developed to counter attack the changes being felt in the business organizations as well as government sectors. The internet and information technology have played a vital role in changing the modern management techniques. From the management perspective, the human resource and its proper utilization is considered to be a key factor for the successful achievement of the assigned task and business organization or for any government sector enterprise. Effectively managing people is difficult, and no one is born knowing how to do it. Fortunately, management can be learned. Bibliometric / Scientometric study was one such useful technique (of series of techniques) which helps us to solve the problems and challenges posed by the so-called information explosion. The basics of Cybermetrics is the study of Information and analysis quantitatively with or without the help of internet. This way quantitative study of the contents and communication processes on the Internet is carried out in this field. Like, cybermetrics, webmetrics is focused on the WWW. There has been a revolutionising symbiosis between computer and communication technologies around the world over the past few years. Application based use of internet and Information Technology has indeed revolutionized the office activities and quantitative analysis of the data. The invention of world wide web (www), a part of the 'INTERNET' the mother of networks, has practically webbed the information globally under one roof. Cybermetrics is mainly considered as a generic term for the study of the quantitative aspects of the construction and use of information resources, structures and technologies on the whole Internet drawing on bibliometric and informatics approaches. Cybermetrics is one of the recently emerged field in the line of metric studies. The popularization of cybermetrics gained a momentum during the 1990s with the expansion of Information Technology and related techniques. The basis

Modern Management Techniques NOTES Self-Instructional Material 229 of cybermetrics by and large depends only on the computer science and its related technological approaches. All the previous metric systems were taken over by the computer based techniques specifically in the period of internet. Cybermetrics therefore encompasses quantitative and statistical studies among the various discussion groups, communication with the peripheral computers, communication around the internet and including the use of World Wide Web. Besides covering all computer mediated communication, using internet applications, cybermetrics also covers quantitative measures of the internet backbone technology, topology and traffic. The breadth of coverage of cybermetrics implies large overlaps with proliferating computer-science-based approaches in the analyses of web contents, link structures, web usage and web technologies. In recent past various studies have been conducted on the identification of the user and also on the human behavioral aspects through the biometric patterns. The Thumb impression or image of human eyes are considered as biometric elements for the identification of particular persons to establish the identity. Another aspect can also be seen such as keystroke dynamics or activity cycles in on-line games. Similarly, many more studies can be done to identify the individualistic behaviour pattern through the biometrics and its application on the internet. More advanced feature of the cybermetrics and information technology with computer supported technique could be added for the more advanced research in many specific applications such as artificial intelligence. The computer assisted instruction is that branch of the artificial intelligence which deals with the learning theories and the projection and implementation of different systems, based on this theory. It is said that both the human brains and the computers model are the reality through which pieces of knowledge are represented in an internal shape which suffers operations of memorizations, observations, analyses, experiences, inductions, deductions and syntheses (Shneiderman et al., Cohen and Jacobs, 2009: 121). Cybermetrics studies help in analysing many activities that can fit in the generic field of Infometrics as the study of the quantitative aspects of information "in any form" and "in any social group" as stated by Tague-Sutcliffe (1992). The educational process is a complex one. The inclusion of webmetrics expands the field of bibliometrics, as webometrics inevitably will contribute with further methodological developments of web specific approaches. As ideas rooted in bibliometrics, scientometrics and Infometrics contributed to the emergence of webometrics; ideas in webometrics might contribute to the development of these various embracing fields. There are many management objectives that can be resolved with the help of advanced cybermetrics techniques for example x To ensure organizational goals and targets are met with least cost and minimum waste.

Modern Management Techniques NOTES 230 Self-Instructional Material x To look after health and welfare, and safety of staff. x Protection of machinery and resources of the organisation as well as implementation of the various techniques for the optimisation of the available resources. x To maximize the probability that employees helps in achieving goals, needs to empower. It means to properly train workers to do the tasks necessary to achieve their goals. This includes giving the employee enough time to practice the new skills so that they become proficient. The content analysis is used in social science research to study the contents so that the conceptual analysis of thought contents of document can be done. The content analysis can be used for better library management. For example, the library maintains various kinds of books and records in each of its sections. Content analysis of transaction and other books records in library can provide much valuable information for library management, it is now incorporated with the applications of cybermetrics. CHECK YOUR PROGRESS 1. Where does the development of an effective MIS start? 2. What does cybermetrics encompass? 10.3 OPERATIONS RESEARCH AND SYSTEMS ANALYSIS The term, 'Operations Research' was first coined by well-known authors J. F. McCloskey and F.N. Trefethen in 1940. This new science came into existence in a military context. During World War II, military management called on scientists from various disciplines and organized them into teams to assist in solving strategic and tactical problems, relating to air and land defence of the country. Their mission was to formulate specific proposals and plans for aiding the military commands to arrive at decisions on optimal utilization of scarce military resources and efforts and also to implement the decisions effectively. This new approach to the systematic and scientific study of the operations of the system was called Operations Research (OR). Hence, OR can be referred to as 'an art of winning the war without actually fighting it'. Definitions Operations research (OR) has been defined so far in various ways and it is perhaps still too young to be defined in some authoritative way. It is not possible to give uniformly-acceptable definitions of OR. The following definitions are proposed by various specialists in the field of OR. These have been changed according to the development of the subject.

Modern Management Techniques NOTES Self-Instructional Material 231 OR is a scientific method of providing executive departments with a quantitative basis for decisions regarding the operations under their control. P. M. Morse, GE and Kimball OR is the scientific method of providing the executive with an analytical and objective basis for decisions. P. M. S. Blackett OR is the art of giving bad answers to problems to which otherwise worse answers are given. T. L. Saaty OR is a systematic method oriented study of the basic structures, characteristics, functions and relationships of an organization to provide the executive with a sound, scientific and quantitative basis for decision-making. E. L. Arnoff and M. J. Netzorg OR is a scientific approach to problem solving for executive management. H. M. Wagner OR is an aid for the executive in making his decisions by providing him with the quantitative information based on the scientific method of analysis. C. Kittee OR is the scientific knowledge through interdisciplinary team effort for the purpose of determining the best utilization of limited resources. H. A. Taha The various definitions given here, bring out the following essential characteristics of operations research: x Systems orientation x Use of interdisciplinary terms x Application of scientific methods x Uncovering new problems x Quantitative solutions x Human factors Scope of Operations Research There is great scope for economists, statisticians, administrators and technicians working as a team to solve problems of defense by using the OR approach. Besides this, OR is useful in various other important fields, such as the following: x Agriculture x Finance x Industry

Modern Management Techniques NOTES 232 Self-Instructional Material x Marketing x Personnel management x Production management x Research and development Phases of Operations Research The procedure to be followed in the study of OR generally involves the following major phases: x Formulating the problem x Constructing a mathematical model x Deriving a solution from the model x Testing the model and its solution (updating the model) x Controlling the solution x Implementation Significance of Operations Research OR has gained increasing importance since World War II in the technology of business and industry administration. It greatly helps in tackling the intricate and complex problems of modern business and industry. OR techniques are, in fact, examples of the use of scientific method of management. The significance of OR can be well understood under the following heads: x OR provides a tool for scientific analysis: OR provides the executives with a more precise description of the cause-and-effect relationship and risks underlying the business operations in measurable terms. This eliminates the conventional intuitive and subjective basis on which managements used to formulate their decisions decades ago. In fact, OR replaces the intuitive and subjective approach of decision-making by an analytical and objective approach. The use of OR has transformed the conventional techniques of operational and investment problems in business and industry. As such, OR encourages and enforces disciplined thinking about organizational problems. x OR provides solution for various business problems: The OR techniques are being used in the field of production, procurement, marketing, finance and other allied fields. Problems like the following, and similar other problems, can be solved with the help of OR techniques: How best can the managers and executives allocate the available resources to various products so that in a given time, the profits are maximum or the cost is minimum? Is it possible for an industrial enterprise to arrange the time and quantity of orders of its stocks such that the overall profit with given resources is maximum?

Modern Management Techniques NOTES Self-Instructional Material 233 How far is it within the competence of a business manager to determine the number of men and machines to be employed and used in such a manner that neither remains idle and at the same time, the customer or the public has not to wait unduly long for service?. Similarly, we might have a complex of industries—steel, machine tools and others—all employed in the production of one item, say steel. At any particular time, we have a number of choices of allocating resources, such as money, steel and tools for producing autos, building steel factories or tool factories. What should be the policy which optimizes the total number of autos produced over a given period? OR techniques are capable of providing an answer in such a situation. Planning decisions in business and industry are largely governed by the picture of anticipated demands. The potential long-range profits of the business may vary in accordance with different possible demand patterns. The OR techniques serve to develop a scientific basis for coping with the uncertainties of future demands. Thus, in dealing with the problem of uncertainty over future sales and demands, OR can be used to generate 'a least risk' plan. At times, there may be a problem in finding an acceptable definition of long-range company objectives. Management may be confronted with different viewpoints—some may stress the desirability of maximizing net profit whereas others may focus attention primarily on the minimization of costs. OR techniques (especially that of mathematical programming, such as linear programming) can help resolve such dilemmas by permitting systematic evaluation of the best strategies for attaining different objectives. These techniques can also be used for estimating the worth of technical innovations as also of potential profits associated with the possible changes in rules and policies. How much changes can be there in the data on which a planning formulation is based without undermining the soundness of the plan itself? How accurately must managements know the cost coefficients, production performance figures and other factors before it can make planning decisions with confidence? Many of the basic data required for the development of long-range plans are uncertain. Such uncertainties though cannot be avoided, but through various OR techniques, the management can know how critical such uncertainties are and this in itself is a great help to business planners. x OR enables proper deployment of resources: OR renders valuable help in proper deployment of resources. For instance, Programme Evaluation and Review Technique (PERT) enables us to determine the earliest and the latest times for each of the events and activities and, thereby, helps in the identification of the critical path. All these help in the deployment of resources from one activity to another to enable the project completion on time. Thus, Modern Management Techniques NOTES 234 Self-Instructional Material this technique provides for determining the probability of completing an event or project itself by a specified date. x OR helps in minimizing waiting and servicing costs: The waiting line or queuing theory helps the management in minimizing the total waiting and servicing costs. This technique also analyses the feasibility of adding facilities and, thereby, helps the business people in taking a correct and profitable decision. x OR enables the management to decide when to buy and how much to buy: The main objective of inventory planning is to achieve balance between the cost of holding stocks and the benefits from stock holding. Hence, the technique of inventory planning enables the management to decide when to buy and how much to buy. x OR assists in choosing an optimum strategy: Game theory is specially used to determine the optimum strategy in a competitive situation and enables the businessmen to maximize profits or minimize losses by adopting the optimum strategy. x OR renders great help in optimum resource allocation: The linear programming technique is used to allocate scarce resources in an optimum manner in problems of scheduling, product mix, and so on. This technique is popularly used by modern managements in resource allocation and in affecting optimal assignments. x OR facilitates the process of decision-making: Decision theory enables the businessmen to select the best course of action when information is given in the probabilistic form. Through decision tree (a network showing the logical relationship between the different parts of a complex decision and the alternative courses of action in any phase of a decision situation) technique, executive's judgement can systematically be brought into the analysis of the problems. Simulation is another important technique used to imitate an operation or process prior to actual performance. The significance of simulation lies in the fact that it enables in finding out the effect of alternative courses of action in a situation involving uncertainty where mathematical formulation is not possible. Even complex groups of variables can be handled through this technique. x Through OR management, you can know the reactions of the integrated business systems: The Integrated Production Models technique is used to minimize cost with respect to workforce, production and inventory. This technique is quite complex and is usually used by companies having detailed information concerning their sales and costs statistics over a long period. Besides, various other OR techniques also help management people in taking decisions concerning various problems

Modern Management Techniques NOTES Self-Instructional Material 235 of business and industry. The techniques are designed to investigate how the integrated business system would react to variations in its component elements and/or external factors. Scientific Methods in Operations Research The methodology of operations research generally involves the following steps: x Formulating the problem: The first step in an OR study is to formulate the problem in an appropriate form. Formulating a problem consists of identifying, defining and specifying the measures of the components of a decision model. This means that all quantifiable factors which are pertinent to the functioning of the system under consideration are defined in mathematical language: variables (factors which are not controllable) and parameters or coefficient, along with the constraints on the variables and the determination of suitable measures of effectiveness. x Constructing the model: The second step comprises constructing the model, by which we mean that appropriate mathematical expressions are formulated that describe interrelations of all variables and parameters. In addition, one or more equations or inequalities are required to express the fact that some or all of the controlled variables can only be manipulated within limits. Such equations or inequalities are termed as constraints or the restrictions. The model must also include an objective function, which defines the measure of effectiveness of the system. The objective function and the constraints, together constitute a model of the problem that we want to solve. This model describes the technology and the economics of the system under consideration through a set of simultaneous equations and inequalities. x Deriving the solution: Once the model is constructed, the next step in an OR study is that of obtaining the solution to the model, that is, finding the optimal values of the controlled variables— values that produce the best performance of the system for specified values of the uncontrolled variables. In other words, an optimum solution is determined on the basis of the various equations of the model satisfying the given constraints and interrelations of the system, and at the same time maximizing profit or minimizing cost or coming as close as possible to some other goal or criterion. How the solution can be derived depends on the nature of the model. In general, there are three methods available for the purpose, namely the analytical methods, the numerical methods and the simulation methods. Analytical methods involve expressions of the model by mathematical computations and the kind of mathematics required depends upon the nature of the model under consideration. This sort of mathematical analysis can be conducted only in some cases without any knowledge of the values of the variables, but in others the values of the variables must be known concretely or numerically.

Modern Management Techniques NOTES 236 Self-Instructional Material In latter cases, we use the numerical methods, which are concerned with iterative procedures through the use of numerical computations at each step. The algorithm (or the set of computational rules) is started with a trial or initial solution and continued with a set of rules for improving it towards optimality. The initial solution is then replaced by the improved one and the process is repeated until no further improvement is possible. However, in those cases where the analytical as well as the numerical methods cannot be used for deriving the solution, then simulation methods are used, that is, experiments are conducted on the model in which values of the uncontrolled variables are selected with the relative frequencies dictated by their probability distributions. The simulation methods involve the use of probability and sampling concepts, and are generally used with the help of computers. Whichever method is used, our objective is to find an optimal or near optimal solution, that is, a solution which optimizes the measure of effectiveness in a model. x Testing the validity: The solution values of the model, obtained as stated in the previous step, are then tested against actual observations. In other words, effort is made to test the validity of the model used. A model is supposed to be valid if it can give a reliable prediction of the performance of the system represented through the model. If necessary, the model may be modified in the light of actual observations and the whole process is repeated till a satisfactory model is attained. The operational researcher quite often realizes that his model must be a good representation of the system and must correspond to reality, which in turn requires this step of testing the validity of the model in an OR study. In effect, performance of the model must be compared with the policy or procedure that it is meant to replace. x Controlling the solution: This step of an OR study establishes control over the solution by proper feedback of information on variables, which might have deviated significantly. As such, the significant changes in the system and its environment must be detected and the solution must accordingly be adjusted. This is particularly true when solutions are rules for repetitive decisions or decisions that extend over time. x Implementing the results: Implementing the results constitutes the last step of an OR study. Since the objective of OR is not merely to produce reports but to improve the performance of systems, the results of the research must be implemented, if they are accepted, by the decision-makers. It is through this step that the ultimate test and evaluation of the research is made and it is in this phase of the study where the researcher has the greatest opportunity for learning.

Modern Management Techniques NOTES Self-Instructional Material 237 Thus, the procedure for an OR study generally involves some major steps, namely formulating the problem, constructing the mathematical model to represent the system under study, deriving a solution from the model, testing the model and the solution so derived, establishing controls over the solution, and lastly, putting the solution to work-implementation. (Although the said phases and the steps are usually initiated in the order listed in an OR study, it should always be kept in mind that they are likely to overlap in time and interact, that is, each phase usually continues until the study is completed.) The OR approach can as well be illustrated by the following flow chart shown is Figure 10.1. Facts, opinions and symptoms of the problem Define the problem Technical, financial and economic information from all sources Determine factors affecting the problem (variables, constraints and assumptions) Develop objective and alternative solutions Detailed information on factors Analyse alternatives and deriving optimum solution Determination of validity recommend action control and implementation Computer service (may be used) Model development Tools of trade OR Tech- niques Maximize or Minimize function)LJ Flow Chart Showing OR Approach CHECK YOUR PROGRESS 3. Who coined the term 'operations research'? 4. Which technique is used to allocate scarce resources in an optimum manner? 5. What is the last step of an OR study? 10.4 NETWORK ANALYSIS Network analysis is a method of planning and controlling projects by recording their interdependence in a diagrammatic form that enables each fundamental problem involved to be tackled separately. The main objectives of network analysis are as follows: x To foster increased orderliness and consistency in the planning and evaluating of all areas in the project.

Modern Management Techniques NOTES 238 Self-Instructional Material x To provide an automatic mechanism for the identification of potential trouble spots in all areas which arise as a result of a failure in one. x To structure a method to give operational flexibility to the programme by allowing for experimentation in a simulated sense. x To effect speedy handling and analysis of the integrated data, thus, allowing for expeditious correction of recognized trouble areas in project management. Network analyses, thus, plays an important role in project management. Through network analysis, which is a graphic depiction of 'activities' and 'events' related to a project, planning, scheduling and control of project becomes easier and effective. Steps Involved in Network Analysis Network analyses achieve their purpose in three broad steps: 1. They present in diagrammatic form, a picture of all the jobs (or activities) to be accomplished and of their dependence on one another. The way in which this is done is to construct what is known as a 'network diagram' in which each job is represented by an arrow on the diagram. The way in which the arrows are linked indicates the dependencies of the jobs on each other. 2. They consider the limitations imposed by the availability of resources, namely of men, machine, money and material and in view of these estimate the time required to do each job. 3. They apply the estimated job time to the network diagram and then analyse the network. Analysis in this case means the calculation of the total length of time involved in each path through the network. Significance of Network Analysis The importance of network analysis is mentioned as follows: x Network analysis clearly shows the interdependence between jobs to be performed in contest of a project and, thus, enables people to see not only the overall plan but also the ways in which their own activities depend upon or influence those of others. x By splitting up the project into smaller activities, it assist in the estimation of their duration and thereby leading to more accurate target dates. x It enables stricter controls to be applied since any deviation from schedule is quickly noticed. x It allows the total requirements of men, materials, money, machinery and space resources to be readily calculated and also indicates where the delaying of non-critical jobs (that is, jobs which do not immediately affect the duration of the project) may be used for optimal utilization of resources.

Modern Management Techniques NOTES Self-Instructional Material 239 x Its identification of the critical path has two advantages: (i) If the completion date has to be advanced, attention can be concentrated on speeding up the relatively few 'critical' jobs; (ii) Money is not wasted on speeding up 'non critical' jobs. x It allows modifications of policy to be built easily and their impact can also be assessed quickly. x It allows schedules to be based on considerations of costs so as to complete projects in a given time at minimum expense. x It separates the planning of the sequence of jobs from the scheduling of times for the jobs and thus, it makes planning and scheduling effective. Limitations of Network Analysis The only real disadvantage of network analysis as a planning tool is that it is a tedious and exacting task if attempted manually. The calculations are done in terms of the sequence of activities and, if this is all that is required, a project involving several hundred activities may be attempted manually. However, the possibility of error is high, and if the results are to be sorted, the cost of manual operation rapidly becomes uneconomic. The consideration of various alternative plans also becomes impossible, because of the large volumes involved. Nevertheless, now we have standard computer programmes for network analysis, which can handle project plans of upto 5000 activities and more, and produce 'output' in various forms. Even then it must be emphasised, that a computer only assists with the calculation and with the printing of pirns of operation sorted into various orders. The project manager is still responsible for the planning and must still make necessary decisions based upon the information supplied by the computer. The computer can not take over this responsibility. Equally important is the fact that the computer output is only as accurate as its input which is supplied in the first instance by human beings. Development of Network Analysis — CPM and PERT Network analysis, as mentioned, is a technique related to sequencing problems which are concerned with minimizing some measure or performance of the system such as the total completion time of the project, the overall cost and so on. The technique is useful for describing the elements in a complex situation for the purpose of designing, planning, coordinating, controlling and making decision. Network analysis is specially suited for projects which are not routine or repetitive and which will be conducted only once or a few times. Two most popular forms of this technique now used in many scheduling situations are the Critical Path Method (or simply CPM) and the Programme Evaluation and Review Technique (popularly known as PERT).

Modern Management Techniques NOTES 240 Self-Instructional Material Critical Path Method (CPM) was developed in 1956 at the E.I. du Pont de Nemours & Co., USA, to aid in the scheduling of routine plant overhaul maintenance and construction work. This method differentiates between planning and scheduling. Planning refers to the determination of activities that must be accomplished and the order in which such activities should be performed to achieve the objective of the project. Scheduling refers to the introduction of time into the plan thereby creating a time table for the various activities to be performed. CPM uses two time and two cost estimates for each activity (one time-cost estimate for the normal situation and the other estimate for the crash situation) but does not incorporate any statistical analysis in determining such time estimates. CPM operates on the assumption that there is a precise known time that each activity in the project will take. Programme Evaluation and Review Technique (PERT) was first developed in 1958 for use in defence projects specifically in the development of Polaris fleet ballistic missile programme. Now this technique is very popular in the hands of project planner and controller. PERT, now assists a business manager in planning and controlling a project. It allows a manager to calculate the expected total amount of time that the entire project will take to complete at the stage of formulation and planning a project and at the same time highlights the critical or the bottleneck activities in the project so that a manager may either allocate more resources for them or keep a careful watch on such activities as the project progresses. In PERT, we usually assume that the time to perform each activity is uncertain and as such three time estimates (the optimistic, the pessimistic and the most likely) are used. PERT is often described as an approach of multiple time estimates to scheduling problems of long-range research and development projects. PERT incorporates the statistical analysis in determining time estimates and enables the determination of the probabilities concerning the time by which each activity as well as the entire project would be completed. As such it can be taken as an advancement over the CPM. PERT is equally unique as a control device for it assists the management in controlling a project, once it has begun, by calling attention as a result of constant review to such delays in activities which might cause a delay in the project's completion date.

10.5 MANAGEMENT BY OBJECTIVES As the organizations became more complex both in structure as well as the extent of operations, the need for more sophisticated techniques of management arose. The conglomerates created by mergers, acquisitions, or expansions became sufficiently complicated such that it became necessary to devise new methods of managing that would ensure that the desired results are achieved effectively. Additionally, as the patterns of the workforce changed so that they became more aware and educated, it was felt that their participation in the affairs of the organization

Modern Management Techniques NOTES Self-Instructional Material 241 would be useful both for the workers and the company. That is how the more modern concept of participative management evolved. This type of management is known as ‘

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management by objectives’ or MBO. The notions behind MBO were supported and made famous by Peter Drucker, who emphasized that ‘business performance requires that each job be directed towards the objective of the whole business’. Even though it is comparatively a new area, a lot of attention has been paid to it, notably by John Humble in England and George Odiorne in America. MBO is a process

in which managers and their subordinates work jointly in outlining objectives and establishing goals. They make joint plans to accomplish these objectives. These goals and objectives are aligned to the company’s

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goals. George Odiorne has explained the concept as follows: The system of management by objectives can be described as a process whereby the superior and subordinate managers of an organization jointly identify its common goals, define each individual’s major areas of responsibility in terms of results expected of him and use these measures as guides for operating the unit and assessing the contribution of each of its members. MBO then can also be referred as management by results or goal management and is grounded on the presumption that

participation results in loyalty. In case an employee involves himself in the establishing of goals and also setting measurement standards of performance towards those goals, he

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will be motivated to perform better and in a manner that directly contributes to the achievement of organizational objectives. John Humble seems to be highly excited about this new and challenging concept and defines MBO as ‘A dynamic system which integrates the company’s need to achieve its goals for profit and growth with the manager’s need to contribute and develop himself. It is a demanding and a rewarding style of managing a business.’ MBO by definition is a goal-oriented process and not a work-oriented process. Just being busy and doing work is

not important, if it does not effectively lead to achievement. It

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is both an aid to planning as well as a motivating factor for employees. By its proper use, some of the planning errors can be eliminated or minimized. It is a comprehensive method based upon decided objectives

wherein all the members get involved. These objectives are the same objectives for all those who are involved

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and the amount or rewards for each member would be decided by the degree of achievement. This results in a just appraisal method. Moreover, a fine MBO plan includes regular and one-to-one superior-subordinate interaction and

therefore it improves the communication network. Policy, Procedures and Rules

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Some of the elements in the MBO process can be

explained in the following manner:

Modern Management Techniques NOTES 242 Self-Instructional Material 1.

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Central goal setting: The first fundamental phase in the MBO process is the determination and elucidation of organizational objectives which are established by the central management, generally in consultation with the other managers. These objectives

need to be exact and practical. In

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this process, both group managers and top managers are together involved. Once these goals are established clearly, they should be communicated to all the employees of the organization to be clearly comprehended by them. 2. Manager-subordinate involvement: When the goals of the organization have been established and determined, the subordinates engage with the managers in setting their personal goals.

This kind of mutual discussion is essential as employees are far more motivated in accomplishing objectives that they decided upon to begin with. Subordinates goals are precise and short-termed. Goals should be set by

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the subordinates in discussion with the individuals who comprise this unit. This way all participate in the setting of goals. 3. Matching goals and resources: Objectives by themselves carry no meaning until we have the resources and means to accomplish those objectives. Accordingly, management must ensure that subordinates are supplied with

the essential tools and resources to effectively accomplish these goals. Goals precisely set will result in the precise measurement of resource requirement thus leading to an effortless allocation of resource. However, similar to

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goal setting, allocation of resources must be performed after consulting with the subordinates. 4. Freedom of implementation: Manager-subordinate

workforce must have sufficient independence to decide the utilization of resources and the means of achieving the objectives.

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As long as these means are within the larger framework of organizational policies, there should be minimum interference by the superiors. 5. Review and

performance appraisal: Periodic assessments or reviews of progress between managers and subordinates should be performed. These reviews will help in determining whether is person is making acceptable progress. They will also expose any unexpected troubles. They also help in the clear understanding of the MBO processes to the subordinates. The active involvement of the manager himself in his subordinate's performance and progress boosts the morale of the subordinates.

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However, the performance appraisal at these intermediate reviews should be conducted, based upon fair and measurable standards. These reviews will also assist the manager and the subordinates to modify either the objectives or the methods, if necessary. This increases the chances of success in meeting the goals and makes sure that there are no surprises at the final appraisal.

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Advantages of MBO Henri Tosi and Stephen Carroll have done extensive work in this area and

described some of

the pros and cons of MBO. Some of the advantages of MBO are as follows: 1. Since MBO is a result-oriented process and focusses on setting and controlling goals, it encourages managers to do detailed planning. As the planning process is improved, it helps in a better overall management system. 2. Both the manager and the subordinates know what is expected of them and hence there is no role ambiguity or confusion. 3.

The

managers are required to establish measurable targets and standards of performance and priorities for these targets. Since these measurable targets are tailored to the particular abilities of the subordinates, it obtains maximum contribution from them thus providing optimum utility of human resources. In addition, the responsibilities and authority of the personnel is clearly established. 4. It makes individuals more aware of the company goals. Most often the subordinates are concerned with their own objectives and the environment surrounding them, whereas with MBO, the subordinates feel proud of being involved in the organizational goals. This boosts their morale and commitment. 5. MBO often highlights the areas in which the employees need further training. By taking keen interest in the development of skills and abilities of subordinates, the management provides an opportunity for strengthening those areas needing further refinement thus leading to career development. 6. The system of periodic evaluation lets the subordinates know how well they are doing. Since MBO puts strong emphasis on quantifiable objectives, the measurement and appraisal can be more objective, specific and equitable. These appraisal methods are superior to trait evaluation, which is based upon factors such as cooperation, likeability, self-discipline, loyalty, etc., since they focus on results and not on

the same subjective intangible characteristics. This evaluation

being more objective can be highly morale boosting. 7. It improves communication between management and subordinates. This continued feedback

helps clarify any

ambiguities and it helps in the process of control so that any deviations can be easily and quickly corrected. Disadvantages of MBO

The following are some of the

disadvantages of MBO: 1. In a classical established structure of our organizations, the authority flows from top to bottom. This creates discipline and better performance. Hence,

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the top management is usually reluctant to support the process of MBO in which their subordinates would take equal part. Accordingly, MBO can only succeed if it has the complete support of top management. 2. MBO may be resented by subordinates. They may be under pressure to get along with the management when setting goals and objectives and these goals may be set unrealistically high. This may lower their morale and they may become suspicious about the philosophy behind MBO. They may seriously believe that MBO is just another of the management's ploy to make the subordinates work harder and become more dedicated and involved. 3. The emphasis in MBO system is on quantifying the goals and objectives. It does not leave any ground for subjective goals. Some areas are difficult to quantify and even more difficult to evaluate. 4. There is considerable paperwork involved and it is time consuming for the manager. Too many meetings and reports add to the manager's responsibility and burden. Some managers may resist the program because of this increased paperwork. 5. The emphasis is more on short-term goals. Since the goals are mostly quantitative in nature, it is difficult to do long-range planning because all the variables affecting the process of planning cannot be accurately forecast, due to constantly changing socio-economic and technological environment, which affect the stability of goals. 6. Most managers may not be sufficiently skilled in interpersonal interaction such as coaching and counselling, which is extensively required. 7. The integration of MBO system with other systems such as forecasting and budgeting,

etc.,

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is very poor. This makes the overall functioning of all systems more difficult. 8. Group goal achievement is more difficult. When the goals of one department depend on the goals of another department, cohesion is more difficult to obtain. For example, the production department cannot produce a set quota if it is not sufficiently supplied with raw materials and personnel. Suggestions for improving the effectiveness of MBO

The various suggestions for improving the effectiveness of MBO are given below: 1. For MBO to be successful, it is essential to gain the encouragement and commitment of the top management. Managers at the top level of the hierarchy and their subordinates must regard themselves as being members of one team. The meaning of this is that superiors should be prepared to surrender and divide the needed rights with their subordinates.

Modern Management Techniques NOTES Self-Instructional Material 245 2.

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The objectives should be clearly formulated, should be realistic and achievable. For example, it is not realistic for the R & D department of an organization to set a goal of, say,

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inventions per year. These goals should be set with the participation of the subordinates. They must be properly communicated, clearly understood and accepted by all. MBO works best when goals are accepted. 3.

MBO must be a complete philosophy of management and the organization as a whole, rather than merely being a process of the division or a strategy for performance appraisal. MBO is a chief responsibility and must take the place of traditional systems instead of simply

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being added to them. Felix M. Lopex has observed, 'When an organization is managed by objectives, it becomes performance oriented. It grows and

it develops and it

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becomes socially useful.' 4. The goals must be continuously reviewed and modified as the changed conditions require. 'The review technique should be such that any deviations are caught early and corrected'. 5. All

participating officials must be provided official training to help them comprehend the fundamentals and the contents of the programme. This training should include the setting of goals, the methods to accomplish these goals,

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methods of reviews and evaluation of performance and provisions to include any feedback that may be given. 6. MBO system is a major undertaking

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based upon sound organizational and psychological principles. Hence, it should be totally accepted as a style of managing and should be totally synthesized with the organizational climate. All personnel involved must have a clear understanding of their role authority and

their

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expectations. The system should be absorbed totally by all members of the organization.

CHECK YOUR PROGRESS 6. What are the two most popular forms of techniques used in network analysis? 7. Who made famous the notions of MBO? 10.6 SUMMARY x Management information systems are general purpose systems that provide managers with vital information about organizational activities. It is an organized collection of people, procedures, data bases and computers that provide routine reports to decision makers. The input to an MIS comes Modern Management Techniques NOTES 246 Self-Instructional Material primarily from transaction processing systems and the output is simply a summary report of these transactions. x Development of an effective management information system starts with an analysis of the types of decisions to be made and the types of support systems that are available to the managers in an organization. It basically consists of the design phase and the implementation phase. x Computer based MIS has been hailed as the most important contribution to the process of managerial decision making. However, a decision is as good as the information it is based upon. x In order to make improvements in the current MIS, it is necessary to look for weaknesses in the system to determine if such implemented system is adequate. A list of such symptoms has been developed by Bertram A. Colbert, who divided these symptoms into three distinct categories. These categories are operational, psychological and report content. x The basic of Cybermetrics is on the study of Information and analysis quantitatively with or without the help of internet. This way quantitative study of the contents and communication processes on the Internet is carried out in this field. x The term, 'Operations Research' was first coined by well-known authors J. F. McCloskey and F.N. Trefethen in 1940. This new science came into existence in a military context. x There is great scope for economists, statisticians, administrators and technicians working as a team to solve problems of defense by using the OR approach. x Network analysis is a method of planning and controlling projects by recording their interdependence in a diagrammatic form that enables each fundamental problem involved to be tackled separately. x As the organizations became more complex both in structure as well as the extent of operations, the need for more sophisticated techniques of management arose. The conglomerates created by mergers, acquisitions, or expansions became sufficiently complicated such that it became necessary to devise new methods of managing that would ensure that the desired results are achieved effectively. Additionally, as the patterns of the workforce changed so that they became more aware and educated, it was felt that their participation in the affairs of the organization would be useful both for the workers and the company. That is how the more modern concept of participative management evolved. This type of management is known as 'management by objectives' or MBO. Modern Management Techniques NOTES Self-Instructional Material 247 10.7 KEY TERMS x Management information systems: It refers to the general purpose systems that provide managers with vital information about organizational activities. x Cybermetrics: It refers to the study of Information and analysis quantitatively with or without the help of internet. x Network analysis: It is a method of planning and controlling projects by recording their interdependence in a diagrammatic form that enables each fundamental problem involved to be tackled separately. x MBO: It is a process in which managers and their subordinates work jointly in outlining objectives and establishing goals. 10.8 ANSWERS TO 'CHECK YOUR PROGRESS' QUESTIONS 1. Development of an effective management information system starts with an analysis of the types of decisions to be made and the types of support systems that are available to the managers in an organization. 2. Cybermetrics therefore encompasses quantitative and statistical studies among the various discussion groups, communication with the peripheral computers, communication around the internet and including the use of World Wide Web. 3. The term, 'Operations Research' was first coined by well-known authors J. F. McCloskey and F.N. Trefethen in 1940. This new science came into existence in a military context. 4. The linear programming technique is used to allocate scarce resources in an optimum manner in problems of scheduling, product mix, and so on. 5. Implementing the results constitutes the last step of an OR study. 6. Two most popular forms of network analysis now used in many scheduling situations are the Critical Path Method (or simply CPM) and the Programme Evaluation and Review Technique (popularly known as PERT). 7. The notions behind MBO were supported and made famous by Peter Drucker.

Modern Management Techniques NOTES 248 Self-Instructional Material 10.9 QUESTIONS AND EXERCISES Short Answer Questions 1. Why is management information system important? 2. What are some of the common MIS misconceptions and failures? 3. List the guidelines for effective implementation of MIS. 4. Briefly explain the evolution of cybermetrics. 5. List the essential characteristics of operations research. 6. What are the phases of operations research? 7. Briefly explain the important concepts of MBO. Long-Answer Questions 1. Describe the process of developing of an MIS. 2. Discuss the symptoms of an inadequate MIS. 3. Explain the significance of operations research. 4. Examine the scientific methods of operations research. 5. Discuss the characteristics, steps involved and limitations of network analysis. 6. Examine the advantages and disadvantages of MBO. 10.10 FURTHER READING Bharat Bhushan Gupta. 1975. Problems of Indian Administration. Allahabad: Chugh Publications. Arora, Ramesh Kumar. 1995. Indian Public Administration: Institution and Issues. New Delhi: New Age International. Basu, Rumki. 1994. Public Administration: Concept and Theories. New Delhi: Sterling Publishers. Mishra, Sweta and Alka Dhameja. 2016. Public Administration: Approaches and Applications. New Delhi: Pearson Education India.

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<p>focused on the meanings, structures and functions of public service in all its forms.</p>		<p>focused on the meanings, structures and functions of public service in all its forms.</p>		
W		http://dde-ac.in/wp-content/uploads/2019/04/PUBLIC-ADMINISTRATION-THEORY-PRACTICE-MH-411.pdf		
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<p>often recounts major historical foundations for the study of bureaucracy as well as epistemological issues associated with public service as a profession and as an academic field.</p>		<p>often recounts major historical foundations for the study of bureaucracy as well as epistemological issues associated with public service as a profession and as an academic field.</p>		
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<p>public management is both the implementation of government policy and also an academic discipline that studies this implementation and prepares civil servants for working in the public service.</p>		<p>Public administration is the implementation of government policy and also an academic discipline that studies this implementation and prepares civil servants for working in the public service.[1]</p>		
W		https://en.wikipedia.org/wiki/Public_administration		

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<p>Answers to 'Check Your Progress' Questions 1.9 Questions and Exercises 1.10 Further Reading 1.0 INTRODUCTION</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Answers to 'Check Your Progress'; 12.8 Questions and Exercises; 12.9 Further Reading References INTRODUCTION</p>		

11/350	SUBMITTED TEXT	124 WORDS	86% MATCHING TEXT	124 WORDS
<p>administration: x Political direction: The primary distinction between public and private administration lies in the fact that unlike public administration, private administration is not subjected to political direction, save in times of the gravest emergency. The ends it pursues are of its own device. Its objectives generally do not depend upon political decisions. But the administrator under public administration has to carry on the orders which he gets from the political executive with little option of his own. x Profit motive: Public administration is conducted with the motive of service while the motive of private administration is profit-making. If the establishment of a textile mill brings more profit to the capitalist than the establishment of a sugar mill, the former will be preferred by him, however urgent the need of the latter may be. If</p> <p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>		<p>administration. Difference # 1. Political Direction: The great distinction between public and private administration lies in the fact that unlike public administration, private administration is not subjected to political direction except in times of the gravest emergency. The ends it pursues are of its own device. Its objectives do not depend upon political decisions. The administrator under public administration has to carry out the orders which he gets from the political executive with no option of his own. Profit Motive: Secondly, administration is conducted with the motive of service while the motive of private administration is profit-making. the establishment of a textile mill brings more profit to the capitalist than the establishment of a sugar mill, the former will be preferred by him and not the latter howsoever urgent the need of the latter may be. if</p>		

12/350	SUBMITTED TEXT	82 WORDS	79% MATCHING TEXT	82 WORDS
<p>In public administration some functions are performed by the state, which are entirely money-consuming functions, for instance, running of a government school or hospital. x Service and cost: In the matter of public administration only such amount of money is raised by taxation which is necessary for the rendering of the service. In other words, there is an intimate relationship between the service rendered and the cost of service charged from the public. A Traditional Theories NOTES 6 Self-Instructional Material government budget is generally a deficit budget, i.e., expenditure exceeding</p> <p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>		<p>In public administration some functions are performed by the State which are entirely money-consuming functions, for instance, running of a government school or provision of certain civil services. Difference # 3. Service and Cost: In the matter of public administration only such amount of money is raised by taxation which is necessary for the rendering of the service. In other words, there is an intimate relationship between the service rendered and the cost of the service charged from the public. If you sometimes a glance any government budget, you would find that it is generally a deficit budget, i.e., expenditure exceeding</p>		

13/350	SUBMITTED TEXT	21 WORDS	79% MATCHING TEXT	21 WORDS
<p>income. In private administration, income often exceeds expenditure because there is usually an attempt made to extract as much money as possible</p> <p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>		<p>income. In private administration income often exceeds expenditure because there is usually an attempt to exact as much money from the public as possible.</p>		

14/350	SUBMITTED TEXT	52 WORDS	75% MATCHING TEXT	52 WORDS
<p>It deals with the various types of needs of people, for example, in most countries, it maintains railways to facilitate movement of goods and passengers, provides posts and telegraphs to facilitate communication, maintain hospitals and dispensaries to protect public health. In a socialistic state the scope of state activity is still greater since its aim is</p>		<p>It deals with the various types of the needs of the people, for example, it maintains railways to facilitate movement of goods and passengers, provides posts and telegraphs to facilitate communication, maintains hospitals and dispensaries to protect public health. In a socialistic State the scope of State activity is still larger wherein the aim is</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				
15/350	SUBMITTED TEXT	12 WORDS	100% MATCHING TEXT	12 WORDS
<p>greatest happiness of the greatest number. Private administration does not usually cover</p>		<p>greatest happiness of the greatest number. Private administration does not usually cover</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				
16/350	SUBMITTED TEXT	30 WORDS	100% MATCHING TEXT	30 WORDS
<p>the economic needs of life. Public administration carries out functions, which are vital for the very existence of the people, for instance, defence of the country and maintenance of law and order.</p>		<p>the economic needs of life. Public Administration carries out functions which are vital for the very existence of the people, for instance, defence of the country and maintenance of law and order.</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				
17/350	SUBMITTED TEXT	23 WORDS	88% MATCHING TEXT	23 WORDS
<p>is concerned with less vital functions, e.g., manufacture of cloth, supply of sugar, etc., Besides, public administration monopolizes some of the services. For example,</p>		<p>is concerned with less vital functions, e.g., manufacture of cloth, supply of sugar, etc. Besides it, public administration owns monopoly in some of the services, for example,</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				
18/350	SUBMITTED TEXT	38 WORDS	100% MATCHING TEXT	38 WORDS
<p>it alone runs railways, manages posts and telegraphs and maintains an army. No private individual can undertake any of these functions. In private administration more than one organization undertakes the same activity, e.g., supply of cloth, plying taxis for hire,</p>		<p>it alone runs railways, manages posts and telegraphs and maintains an army. No private individual can undertake any of these functions. In private administration more than one organization undertakes the same activity, e.g., supply of cloth, plying taxis for hire.</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				
19/350	SUBMITTED TEXT	36 WORDS	92% MATCHING TEXT	36 WORDS
<p>In the words of P.H. Appleby, 'Government administration differs from all other administrative work by virtue of its public nature, the way in which it is subject to public scrutiny and outcry.' On the other hand, private administration</p>		<p>In the words of Appleby, "Government administration differs from all, other administrative work by virtue of its public nature, the way in which it is subject to public scrutiny and outcry." On the other hand, private administration</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				

20/350	SUBMITTED TEXT	38 WORDS	68% MATCHING TEXT	38 WORDS
<p>is only responsible about the people indirectly and generally it secures its own ends and not the welfare of its people. x Uniform treatment: Public administration should be consistent in procedure and uniform in dealings with the public. An official</p>		<p>is only responsible to the people indirectly and that too also to secure its own ends and not the welfare of people. Uniform Treatment: Again, public administration should be consistent in procedure and uniform in dealings with the public. The official</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				
21/350	SUBMITTED TEXT	11 WORDS	87% MATCHING TEXT	11 WORDS
<p>cannot show favour to some people and disfavour to others. A private</p>		<p>cannot show favour to some people and disfavor to others. A private</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				
22/350	SUBMITTED TEXT	26 WORDS	71% MATCHING TEXT	26 WORDS
<p>a clerk in a post office will not sell stamps on credit. x Public relation: The public and private administration also differs on the principle of public relations.</p>		<p>a clerk in a post office will not sell stamps on credit to persons who very purchase them. Public Relations: The public and private administration also differ on the principle of public relations.</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				
23/350	SUBMITTED TEXT	27 WORDS	56% MATCHING TEXT	27 WORDS
<p>Efficiency: It is felt that private administration is superior in efficiency to public administration. The glamour for 'a businessman's government' or 'Commercialization of the whole machinery of government'</p>		<p>Efficiency: It is also felt by some thinkers that private administration is conducted upon a level of efficiency superior to that of public administration. The clamour for "a businessman government" or "commercialization of the whole machinery of government"</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				
24/350	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>shows that the people regard private administration more efficient which</p>		<p>shows that the people regard private administration more efficient which</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				
25/350	SUBMITTED TEXT	44 WORDS	88% MATCHING TEXT	44 WORDS
<p>differential wage payment as incentive to increase production and to attract staff of superior ability from rival firms, etc., over public administration which is marked by red tapism, extravagance, corruption and inefficiency. In a private administration the incentive of more profits impels the individual to devote himself</p>		<p>differential wage payment as incentive to increase production and to attract staff of superior ability from rival firms, improving designs, etc. The public administration on the other hand is marked by red tapism, extravagance, corruption and inefficiency. In a private administration the incentive of more profits impels the individual to devote himself</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				

26/350	SUBMITTED TEXT	92 WORDS	84% MATCHING TEXT	92 WORDS
<p>If the incentive of cash profits is lacking in public administration then the incentive and desire to make one's own administration successful and win public approval is present there and with this incentive the administrators devote themselves whole-heartedly to achieve the efficiency of the office. x Organization: Though the principle of 'organization' is relevant to both public and private administration, yet it has greater social consequences in the sphere of the former than in the realm of the latter because a defect in the organization in public administration will do more harm to the public than a lacuna in private administration.</p>		<p>If the incentive of cash profits is lacking in public administration then the incentive and desire to make one's own administration successful and win public approval is present there and with this incentive of public the administrators devote themselves wholeheartedly to achieve the efficiency of the office. Organization: Though the principle of organization is relevant to both public and private administration, yet the principle has social consequences in the sphere of the former of far greater influence than in the realm of the latter because a defect in organization in public administration will do more harm to the public than a defect in private administration</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				

27/350	SUBMITTED TEXT	61 WORDS	96% MATCHING TEXT	61 WORDS
<p>Huxley writes, 'The state lives in a glass house, we see what it tries to do, and all its failures, partial or total, are made the most of. But private enterprise is sheltered under opaque bricks and mortar.' x Monopolistic: In the field of public administration, there is generally a monopoly of government and it does not allow private parties to compete with it. For example,</p>		<p>Huxley writes, "The State lives in a glass house, we see what it tries to do, and all its failures, partial or total, are made the most of. But private enterprise is sheltered under good opaque bricks and mortar." Monopolistic: In the field of public administration, there is generally a monopoly of the Government and it does not allow private parties to compete with it. For example,</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				

28/350	SUBMITTED TEXT	58 WORDS	91% MATCHING TEXT	58 WORDS
<p>no person or body of persons can establish post and telegraph, railway, or coin currency for these are the exclusive fields of the government. This is not so in private administration wherein there are several organization competing with each other to supply the same commodity or to meet the same need. Of course, in certain cases, even private concerns may have a monopoly.</p>		<p>no person or body of persons can establish Post and Telegraph, or coin currency, for these are the exclusive fields of the Government. This is generally not so in private administration wherein there are several organizations competing with each other to supply the same commodity or to meet the same need. Of course, in certain cases, even private concerns may have a monopoly,</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				

29/350	SUBMITTED TEXT	60 WORDS	88% MATCHING TEXT	60 WORDS
<p>public administration even the most senior officials remain incognito and their identity is not disclosed. This is so because whatever they do, they do in the name of the government and not in their own name. On the contrary, a private administration entrepreneur does things on his own behalf and is well-known in the business circles. In many cases, even business concerns are named after</p>		<p>public administration, even the most senior officials remain incognito and their identity is not disclosed. This is so because whatever they do, they do in the name of the government and not in their own name. On the contrary, private administration entrepreneur does things on his own behalf in his own name and as such is well-known in the business circles. In many cases, even business concerns are named after</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				

30/350	SUBMITTED TEXT	60 WORDS	90% MATCHING TEXT	60 WORDS
<p>Psychological difference: There is also a psychological difference between private and public administration. In the USA, during World War II, the coal mines were placed under governmental control and although no appreciable changes in the administration of the coal mines were made, there came about a change in the psychology of the workers for now they well knew the dangerous consequences of strikes, etc.</p>		<p>Psychological Difference: There is also a psychological difference between private and public administration. In the U.S.A. during the World War II, the coal mines were placed under governmental control and although no appreciable changes in the administration of the coal mines were made, there came about a change in the psychology of the workers as they well knew the dangerous consequences of strikes, etc.</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				

31/350	SUBMITTED TEXT	13 WORDS	100% MATCHING TEXT	13 WORDS
<p>The classical approach is also known as the functional approach, empirical approach and</p>		<p>The classical approach is also known as the functional approach, empirical approach and</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

32/350	SUBMITTED TEXT	95 WORDS	83% MATCHING TEXT	95 WORDS
<p>management process approach. The main features of this approach are as follows: x Management is viewed as a systematic network of various functions like planning, organizing, directing, staffing and controlling. x On the basis of experiences of practising managers, management principles are developed and used as guidelines and form the basis for management training. x Functions, principles and skills of management are universal. They can always be applied in any situation. x Formal education and training are emphasized for developing managerial skills in upcoming managers. x Emphasis is placed on economic efficiency and the formal organization structure. x People are motivated by economic gains. Therefore, organization controls economic incentives.</p>		<p>management process approach. The main features of this approach are as follows: A. Management is viewed as a systematic network of various functions like planning, organizing, directing, staffing and controlling. On the basis of experiences of practicing managers, management principles are developed and used as guidelines for the practising managers and form the basis for management training. C. Functions, principles and skills of management are universal. They can be applied in any situation. D. Formal education and training are emphasised for developing managerial skills in upcoming managers. Emphasis is placed on economic efficiency and the formal organization structure. Management Thought NOTES F. People are motivated by economic gains. Therefore, organization controls economic incentives. 2.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

33/350	SUBMITTED TEXT	23 WORDS	72% MATCHING TEXT	23 WORDS
<p>It focuses on what managers actually do. x It highlights the universal nature of management. x It provides a scientific basis for managerial practice.</p>		<p>It focuses on what managers actually do. 2. It highlights the universal nature of management. Self-Instructional Material 31 Evolution of Management Thought NOTES 3. It provides a scientific basis for managerial practice. 4.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

34/350	SUBMITTED TEXT	20 WORDS	95% MATCHING TEXT	20 WORDS
<p>It provides starting point for researchers to verify the validity and to improve the applicability of management thought. Disadvantages of classical approach</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>It provides a starting point for researchers to verify the validity and to improve the applicability of management thought. Disadvantages of the Classical Approach 1.</p>		
35/350	SUBMITTED TEXT	17 WORDS	63% MATCHING TEXT	17 WORDS
<p>disadvantages of classical approach are as follows: x It ignores the environmental changes and their effect on management.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Disadvantages of the Classical Approach 1. It ignores the environmental changes and their effect on management. 2.</p>		
36/350	SUBMITTED TEXT	15 WORDS	86% MATCHING TEXT	15 WORDS
<p>It relies too much on the past experience. The technique or principle found effective in</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>It relies too much on the past experience. The technique or principle that was found to be effective in</p>		
37/350	SUBMITTED TEXT	19 WORDS	85% MATCHING TEXT	19 WORDS
<p>past may not be effective in the future. x It is based on oversimplified assumptions. Its principles are ambiguous and contradictory.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>past may not be effective in the present or the future. 3. It is based on oversimplified assumptions. Its principles are ambiguous and contradictory. 4.</p>		
38/350	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>It offers a mechanistic framework that undermines the role of</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>It offers a mechanistic framework that undermines the role of</p>		
39/350	SUBMITTED TEXT	60 WORDS	95% MATCHING TEXT	60 WORDS
<p>SCIENTIFIC MANAGEMENT The first stage of management identified in the United States was scientific management, which was started by Taylor. But there were some precursors to Taylor who made some significant contributions. James Watt. Jr. and Mathew Rabinson Boulton, who invented and developed the steam engine, were the earliest users of scientific approach to management. They managed the Soho Engineering Foundry in Great Britain and developed</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>SCIENTIFIC MANAGEMENT STAGE The first stage of management identified in the United States was scientific management, which was started by Taylor. But there were some precursors to Taylor who had made significant contributions. James Watt. Jr. and Mathew Rabinson Boulton, who invented and developed the steam engine, were the earliest users of scientific approach to management. They managed the Soho Engineering Foundry in Great Britain from 1876 and developed</p>		

40/350	SUBMITTED TEXT	77 WORDS	89% MATCHING TEXT	77 WORDS
<p>management systems. They developed the processes of market research and forecasting, planning machine layout and standardization of components. They also developed some important casting systems, training and development programmes, welfare programmes, productivity based payments and so on. Robert Owen was another pioneer of the early nineteenth century. He concentrated on the personnel side and carried out many experiments. He is rightly referred to as the 'Father of Modern Personnel Management'. He improved the working conditions and incurred benefits as he thought that these would improve productivity.</p>		<p>management systems. They developed the processes of market research and forecasting, planning machine layout and standardisation of components. They also developed some important casting systems, training and development programmes, welfare programmes, productivity-based payments and so on. Self-Instructional Material 33 Evolution of Management Thought NOTES Robert Owen, another pioneer of the early nineteenth century, concentrated on the personnel side and carried out many experiments. He is rightly referred to as the father of modern personnel management. He improved the working conditions of the employees and incurred benefits for them as he thought that these would improve productivity.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

41/350	SUBMITTED TEXT	49 WORDS	100% MATCHING TEXT	49 WORDS
<p>It was only with the advent of Frederick W. Taylor and his work, The Principles of Scientific Management, published in 1911, that greater attention was paid to scientific management as a separate discipline. Industrial problems increased due to the advent of large-scale factory systems, mass production and mechanization. People needed some specific</p>		<p>It was only with the advent of Frederick W. Taylor and his work, The Principles of Scientific Management published in 1911 that greater attention was paid to scientific management as a separate discipline. Industrial problems increased due to the advent of large-scale factory systems, mass production and mechanisation. People needed some specific</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

42/350	SUBMITTED TEXT	156 WORDS	89% MATCHING TEXT	156 WORDS
<p>principles and methods for solving the problems they faced. The initial impetus in the scientific management movement was Taylor. He was more concerned with the engineering aspect and the problems of workers and productivity-oriented wages. Then came Henry Fayol, who is known as the 'Father of Modern Operation Management Theory'. He, as a Frenchman, developed management theory and its principles and published his book in French which was translated into English later. Taylor and Fayol both realized that working towards the problems of personnel and its management at all levels is the key to industrial success. Both applied scientific methods to the problems they faced while dealing with personnel and management. Taylor worked primarily on the operative level moving upward in the industrial hierarchy, while Fayol concentrated on the managing director level and worked downwards. This shows us the difference in the working of Taylor and Fayol. Taylor and Fayol gave France a unified management body more than twenty years before the same ideology began to be realized in Great Britain.</p>		<p>principles and methods for solving the problems that they faced. The initial impetus in the scientific management movement was given by Taylor. He was more concerned with the engineering aspect and the problems of workers and productivity-oriented wages. Then came Henry Fayol, who is known as the father of Modern Operation Management Theory. Fayol, a Frenchman, developed the management theory and its principles and published his book in French which was later translated into English later. Taylor and Fayol both realized that working towards the problems of personnel and its management at all levels is the key to industrial success. Both applied scientific methods to the problems they faced while dealing with personnel and management. Taylor worked primarily on the operative level moving upwards in the industrial hierarchy, while Fayol concentrated on the managing director level and worked downwards. This shows the difference in the working of Taylor and Fayol. gave France a unified management body more than twenty years before the same ideology began to be realized in Great Britain.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

43/350	SUBMITTED TEXT	134 WORDS	95% MATCHING TEXT	134 WORDS
<p>contribute to ineffectiveness. He further believed that every deviation from the formal structure interferes with efficient management. He believed in strict adherence to rules which would make bureaucracy a very efficient form of organization founded on principles of logic, order and legitimate authority. Weber describes it as follows: 'The purely bureaucratic type of administrative organization..... is from a purely technical point of view capable of attaining the highest degree of efficiency... It is superior to any other form in precision, in stability, in the stringency of its discipline and in its reliability. It thus makes possible a particularly high degree of calculability of results for the heads of the organization and for those acting in relation to it. It is finally superior both in intensive efficiency and in the scope of its operations and is formally capable of application to all kinds of administrative tasks'. The</p>		<p>contribute to He felt that every deviation from the formal structure interfered with efficient management. He believed in strict adherence to rules which would make bureaucracy a very efficient form of organization founded on principles of logic, order and legitimate authority. Weber described it as follows. The purely bureaucratic type of administrative organization... is, from a purely technical point of view, capable of attaining the highest degree of efficiency ... It is superior to any other form in precision, in stability, in the stringency of its discipline, and in its reliability. It thus makes possible a particularly high degree of calculability of results for the heads of the organization and for those acting in relation to it. It is finally superior both in intensive efficiency and in the scope of its operations and is formally capable of application to all kinds of administrative tasks. The</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
44/350	SUBMITTED TEXT	11 WORDS	95% MATCHING TEXT	11 WORDS
<p>A system of rules covering the duties and rights of employees.</p>		<p>A System of Rules Covering the Duties and Rights of all Employees</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
45/350	SUBMITTED TEXT	40 WORDS	94% MATCHING TEXT	40 WORDS
<p>Division of work: There is division of work on the basis of specialization of jobs in bureaucratic organizations. Each employee performs his specialized work in a predictable manner. x Rules and regulations: Detailed rules and regulations regarding work behaviour, rights and duties of</p>		<p>Division of work: There is division of work on the basis of specialization of jobs in bureaucratic organizations. Each employee performs his specialized work in a predictable manner. 2. Rules and regulations: Detailed rules and regulations regarding work behaviour, and the rights and duties of</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
46/350	SUBMITTED TEXT	16 WORDS	100% MATCHING TEXT	16 WORDS
<p>are laid down. Rules are designed to ensure the consistency and predictability in work performance. In addition</p>		<p>are laid down. Rules are designed to ensure the consistency and predictability in work performance. In addition,</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
47/350	SUBMITTED TEXT	36 WORDS	91% MATCHING TEXT	36 WORDS
<p>procedures are laid down for orderly performance of tasks. x Hierarchy of authority: Hierarchy in organizations is characterized by downward delegation of authority. Each superior exercises control over his subordinates. The authority flows from top level to lower level of management.</p>		<p>procedures are laid down for the orderly performance of tasks. 3. Hierarchy of authority: Hierarchy in organizations is characterised by downward delegation of authority. Each superior exercises control over his subordinates. The authority flows from top level to lower level of management. 4.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

48/350	SUBMITTED TEXT	53 WORDS	85% MATCHING TEXT	53 WORDS
<p>technical competence of employees. For each job, the qualifications are prescribed. Training is also provided to familiarize the employees with the rules and administrative procedures of the organization. x Recordkeeping: Every decision and action is recorded in its original as well as draft form. x Impersonal relations: Superiors are formal in dealings with their subordinates. Advantages of bureaucracy The advantages of</p>		<p>technical competence of employees. For each job, the qualifications are prescribed. Training is also provided to familiarise the employees with the rules and administrative procedures of the organization. 5. Record keeping: Every decision and action is recorded in its original as well as draft form. 6. Impersonal relations: Superiors are formal in their dealings with subordinates. Advantages of Bureaucracy 1. the advantages of</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
49/350	SUBMITTED TEXT	17 WORDS	100% MATCHING TEXT	17 WORDS
<p>Specialization: A bureaucratic organization provides the advantages of specialization because every member is assigned a specialized task to perform.</p>		<p>Specialization: A bureaucratic organization provides the advantages of specialization because every member is assigned a specialized task to perform. 2.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
50/350	SUBMITTED TEXT	50 WORDS	88% MATCHING TEXT	50 WORDS
<p>Structure: A structure of form is created by specifying the duties and responsibilities and reporting relationships within a command hierarchy. Structure sets the pace and framework for the functioning of the organization. x Rationality: A measure of objectivity is ensured by prescribing in advance the criteria for decision making in routine situations. x Predictability:</p>		<p>Structure: A structure of form is created by specifying the duties and responsibilities and reporting relationships within a command hierarchy. Structure sets the pace and framework for the functioning of the organization. Rationality: A measure of objectivity is ensured by prescribing in advance the criteria for decision-making in routine situations. 4. Predictability:</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
51/350	SUBMITTED TEXT	12 WORDS	88% MATCHING TEXT	12 WORDS
<p>to ensure that all work is done in accordance with the scientific principles. (</p>				
<p>SA MA 1st SEM PLM 403 AMU.docx (D142430249)</p>				
52/350	SUBMITTED TEXT	56 WORDS	95% MATCHING TEXT	56 WORDS
<p>rules, regulations, specialization, structure and training impart predictability and thereby ensure stability in the organization. Conformity to rules and roles in the structural framework bring about order to cope with complexity. x Democracy: Emphasis on qualifications and technical competence makes the organization more democratic. Officials are guided by the prescribed rules, policies and practices rather than by patronage or other privileged treatment.</p>		<p>Rules, regulations, specialization, structure and training impart predictability and thereby ensure stability in the organization. Conformity to rules and roles in the structural framework bring about order to cope with complexity. 5. Democracy: Emphasis on qualifications and technical competence make the organization more democratic. Officials are guided by the prescribed rules, policies and practices rather than by patronage or other privileged treatment.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

53/350	SUBMITTED TEXT	113 WORDS	88% MATCHING TEXT	113 WORDS
	<p>Rigidity: Rules and regulations in a bureaucracy are often rigid and inflexible. Rigid compliance with rules and regulations discourages initiative and creativity. It may also provide cover to avoid responsibility for failures. x Goal displacement: Rules framed to achieve organizational objectives at each level become an end in themselves. When individuals at lower levels pursue personal objectives, the overall objectives of the organization may be neglected. x Impersonality: A bureaucratic organization stresses mechanical way of doing things. Organizational rules and regulations are given priority over individual needs and emotions. x Compartmentalization of activities: Jobs are divided into categories, which restrict people from performing tasks that they are capable of performing. It also encourages preservation of jobs even when they become redundant. x Paperwork: Bureaucracy involves excessive</p>		<p>Rigidity: Rules and regulations in a bureaucracy are often rigid and inflexible. Rigid compliance with rules and regulations discourages initiative and creativity. It may also provide the cover to avoid responsibility for failures. 2. Goal displacement: Rules framed to achieve organizational objectives at each level become an end in themselves. When individuals at lower levels pursue personal objectives, the overall objectives of the organization may be neglected. 3. Impersonality: A bureaucratic organization stresses a mechanical way of doing things. Organizational rules and regulations are given priority over the individual's needs and emotions. 4. Compartmentalization of activities: Jobs are divided into categories, which restrict people from performing tasks that they are capable of doing. It also leads to preservation of jobs even when they become redundant. 5. Paperwork: Bureaucracy involves excessive</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

54/350	SUBMITTED TEXT	31 WORDS	95% MATCHING TEXT	31 WORDS
	<p>as every decision must be put into writing. All documents have to be maintained in their draft and original forms. This leads to great wastage of time, stationery and space. x Empire building:</p>		<p>as every decision must be put into writing. All documents have to be maintained in their draft and original forms. This leads to great wastage of time, stationery and space. 6. Empire building:</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

55/350	SUBMITTED TEXT	20 WORDS	100% MATCHING TEXT	20 WORDS
	<p>tend to use their positions and resources to perpetuate self-interests. Every superior tries to increase the number of his subordinates as</p>		<p>tend to use their positions and resources to perpetuate self-interests. Every superior tries to increase the number of his subordinates as</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

56/350	SUBMITTED TEXT	50 WORDS	92% MATCHING TEXT	50 WORDS
	<p>is considered a symbol of power and prestige. x Red tapism: Bureaucratic procedures involve inordinate delays and frustration in the performance of tasks. Despite its drawbacks, bureaucracy has become an integral feature of modern organizations. It is, therefore, necessary to understand it and to overcome its negative aspects through proper reckoning of individual needs and organizational goals.</p>		<p>is considered a symbol of power and prestige. 7. Red tape: Bureaucratic procedures involve inordinate delays and frustration in the performance of tasks. Despite its drawbacks, bureaucracy has become an integral feature of modern organizations. It is, therefore, necessary to understand it and to overcome its negative aspects through proper reckoning of individual needs and organizational goals. 3.4</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

57/350	SUBMITTED TEXT	13 WORDS	100% MATCHING TEXT	13 WORDS
<p>The classical approach is also known as the functional approach, empirical approach and</p>		<p>The classical approach is also known as the functional approach, empirical approach and</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
58/350	SUBMITTED TEXT	30 WORDS	98% MATCHING TEXT	30 WORDS
<p>It was with the advent of Frederick W. Taylor and his work, The Principles of Scientific Management, published in 1911, that greater attention was paid to scientific management as a separate discipline.</p>		<p>It was only with the advent of Frederick W. Taylor and his work, The Principles of Scientific Management published in 1911 that greater attention was paid to scientific management as a separate discipline.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
59/350	SUBMITTED TEXT	37 WORDS	100% MATCHING TEXT	37 WORDS
<p>Taylor and Fayol both realized that working towards the problems of personnel and its management at all levels is the key to industrial success. Both applied scientific methods to the problems they faced while dealing with personnel and management.</p>		<p>Taylor and Fayol both realized that working towards the problems of personnel and its management at all levels is the key to industrial success. Both applied scientific methods to the problems they faced while dealing with personnel and management.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
60/350	SUBMITTED TEXT	17 WORDS	88% MATCHING TEXT	17 WORDS
<p>Public administration is conducted with the motive of service while the motive of private administration is profit-making. 2.</p>		<p>public administration is conducted with the motive of service while the motive of private administration is profit-making.</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				
61/350	SUBMITTED TEXT	21 WORDS	78% MATCHING TEXT	21 WORDS
<p>In private administration, income often exceeds expenditure because there is usually an attempt made to extract as much money as possible</p>		<p>In private administration income often exceeds expenditure because there is usually an attempt to exact as much money from the public as possible.</p>		
<p>W http://www.differencebetweenarticles.com/public-administration/difference-between-public-administ ...</p>				
62/350	SUBMITTED TEXT	13 WORDS	100% MATCHING TEXT	13 WORDS
<p>The classical approach is also known as the functional approach, empirical approach and</p>		<p>The classical approach is also known as the functional approach, empirical approach and</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

63/350	SUBMITTED TEXT	22 WORDS	100% MATCHING TEXT	22 WORDS
<p>James Watt. Jr. and Mathew Rabinson Boulton, who invented and developed the steam engine, were the earliest users of scientific approach to management. 5.</p>		<p>James Watt. Jr. and Mathew Rabinson Boulton, who invented and developed the steam engine, were the earliest users of scientific approach to management.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
64/350	SUBMITTED TEXT	12 WORDS	83% MATCHING TEXT	12 WORDS
<p>Answers to 'Check Your Progress' Questions 2.8 Questions and Exercises 2.9 Further Reading 2.0 INTRODUCTION</p>		<p>Answers to 'Check Your Progress'; 12.8 Questions and Exercises; 12.9 Further Reading References INTRODUCTION</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
65/350	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>in production and managerial efficiency through an understanding of the people.</p>		<p>in production and managerial efficiency through an understanding of the people.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
66/350	SUBMITTED TEXT	20 WORDS	93% MATCHING TEXT	20 WORDS
<p>Central to this approach is an increased understanding of the individual worker with emphasis on motivation, needs, interpersonal relationships and group dynamics.</p>		<p>Central to this approach was an increased understanding of the individual worker with emphasis on motivation, needs, interpersonal relationships and group dynamics.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
67/350	SUBMITTED TEXT	12 WORDS	87% MATCHING TEXT	12 WORDS
<p>studies were primarily conducted to determine the effect of better physical facilities</p>		<p>studies (1924–1932) were conducted to determine the effect of better physical facilities</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
68/350	SUBMITTED TEXT	57 WORDS	91% MATCHING TEXT	57 WORDS
<p>on worker output. These studies showed that better physical environment or increased economic benefits alone were not sufficient motivators in increasing productivity. In effect, the emphasis shifted to psychological and social forces, in addition to economic forces. Mayo discovered that when workers are given special attention by management, the productivity is likely to increase irrespective of actual changes in the working conditions:</p>		<p>on workers output. These studies showed that better physical environment or increased economic benefits in itself were not sufficient motivators in increasing productivity. In effect the emphasis shifted to psychological and social forces, in addition to economic forces. Mayo discovered that when workers are given special attention by management, the productivity is likely to increase irrespective of actual changes in the working conditions.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

69/350	SUBMITTED TEXT	51 WORDS	94% MATCHING TEXT	51 WORDS
<p>experiments suggested that an office or a factory is not only a work place but also a social environment in which the employees interact with each other. This gave rise to the concept of the 'social man', whose interactions with others would determine the quality and quantity of the work produced.</p>		<p>experiments suggested that an office or a factory is not only a but also a social environment in which the employees interact with each other. This gave rise to the concept of the 'social man' whose interaction with others would determine the quality and quantity of the work produced.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
70/350	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>were primarily responsible for consideration of non-financial incentives in improving productivity.</p>		<p>were primarily responsible for consideration of non-financial incentives in improving productivity.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
71/350	SUBMITTED TEXT	15 WORDS	81% MATCHING TEXT	15 WORDS
<p>OBJECTIVES After going through this unit, you will be able to: x Discuss the concept of</p>				
<p>SA MA 1st SEM PLM 403 AMU.docx (D142430249)</p>				
72/350	SUBMITTED TEXT	22 WORDS	80% MATCHING TEXT	22 WORDS
<p>social environment is an important factor in improving the quality and the output, it does not replace economic benefits, specially for low level</p>		<p>social environment is an important factor in improving the quality and output, it does not replace economic benefits for low-level</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
73/350	SUBMITTED TEXT	40 WORDS	93% MATCHING TEXT	40 WORDS
<p>In support of Mayo's contention and findings, Abraham Maslow presented a theory of individual needs. The basic aim of this theory is to increase the organizational effectiveness of its human resources which could be achieved by properly taking care of human needs</p>		<p>In support of Mayo's contention and findings, Abraham Maslow presented a theory of individual needs. The basic aim of this approach was to increase the organizational effectiveness of its human resources, which could be achieved by properly taking care of human needs.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
74/350	SUBMITTED TEXT	26 WORDS	100% MATCHING TEXT	26 WORDS
<p>human needs could be physiological or psychological. According to Maslow, these needs fall into a hierarchy. At the bottom of the hierarchy are the lower level needs</p>		<p>human needs could be physiological or psychological. According to Maslow, these needs fall into a hierarchy. At the bottom of the hierarchy are the lower level needs</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

75/350	SUBMITTED TEXT	19 WORDS	92% MATCHING TEXT	19 WORDS
	for growth and self-fulfilment. In general, the lower level needs must be satisfied before the higher level needs arise.		for respect and self-fulfilment. In general, the lower level needs must be satisfied before the higher level needs arise.	
	SA Principles of Management.pdf (D165734071)			

76/350	SUBMITTED TEXT	52 WORDS	93% MATCHING TEXT	52 WORDS
	Being aware of these needs enables a manager to use different methods to motivate workers. This is important and significant because of the complexity of human nature. Different people will react differently to the same situation or their reaction may be similar to different situations. Hence, management must be aware of these differences and act accordingly.		Being aware of these needs enables a manager to use different methods to motivate workers. This is important and significant because of the complexity of man's nature. Different people will react differently to the same situation. Or, their reaction may be similar to different situations. Hence, the management must be aware of these differences and react accordingly.	
	SA Principles of Management.pdf (D165734071)			

77/350

SUBMITTED TEXT

313 WORDS

98% MATCHING TEXT

313 WORDS

takes note of the psychological factors causing a change in the human behaviours in organized groups under a given situation. It is based upon the fact that management involves getting things done through people, and therefore management must be centred on inter-personal relations. This approach has been called the human relations, leadership or behavioural science approach. Exponents of this school of thought seek to apply existing and newly- developed theories, methods and techniques of the relevant social science to the study of intra and inter-personal relations, which varies from personality dynamics to relations of cultures. This school stresses on the people part of management and the understanding aspects. The motivation of the individual and adherents of this school is heavily oriented towards psychology and sociology. The range of thought in this school are: (a) the study of human relations and how managers can understand and use these relations, (b) the role of the manager as a leader and how he should lead others, (c) the study of group dynamics and inter-personal relationships. From the early 1930s and the Hawthorne experiments, a great interest has been generated in the human behaviours school. Human behaviour must be recognized as a key, and it is one of the most important factors in the development of employees. There is agreement on the point that human beings have goals and value for certain needs. We do find people exercising their material instincts, such as valuing job security, striving for organizational and social acceptance and working for monetary rewards, which of course can be used to satisfy several needs. The human behaviour school of thought sometimes goes too far in insisting that the employees of an organization need to be happy for the organization to function effectively. Managers have to take a middle position in their approach to the human behaviour aspects of management. If employees are doing a poor job, managers should ensure that the employees are demoted or disciplined in some manner. Without recognition and reward, employees lack motivation to do a job.

takes note of the psychological factors causing a change in the human behaviours in organized groups under a given situation. It is based upon the fact that management involves getting things done through people and therefore management must be centred on inter-personal relations. This approach has been called the human relations, leadership or behavioural science approach. Exponents of this school of thought seek to apply existing and newly-developed theories, methods and techniques of the relevant social science to the study of intra and inter personal relations, which varies from personality dynamics to relations of cultures. This school stresses on the people part of management and the understanding aspects. The motivation of the individual and adherents of this school is heavily oriented towards psychology and sociology. The range of thought in this school are (a) the study of human relations and how managers can understand and use these relations (b) the role of the manager as a leader and how he should lead others (c) the study of group dynamics and inter-personal relationships. From the early 1930s and the Hawthorne experiments, a great interest has been generated in the human behaviours school. Human behaviour must be recognised as a key and it is one of the most important factors in the development of employees. There is agreement on the point that human beings have goals and value for certain needs. We do find people exercising their material instincts such as valuing job security, striving for organizational and social acceptance and working for monetary rewards, which of course, can be used to Self-Instructional Material 35 Evolution of Management Thought NOTES satisfy several needs. The human behaviour school of thought sometimes goes too far in insisting that the employees of an organization need to be happy for the organization to function effectively. Managers have to take a middle position in their approach to the human behaviour aspects of management. If employees are doing a poor job, managers should ensure that the employees are demoted or disciplined in some manner. Without recognition and reward, employees lack motivation to do a job. 3.4.4

SA Principles of Management.pdf (D165734071)

78/350

SUBMITTED TEXT

14 WORDS

75% MATCHING TEXT

14 WORDS

waves of thought that seek to challenge the traditional contents of academic disciplines and

SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)

79/350	SUBMITTED TEXT	13 WORDS	88% MATCHING TEXT	13 WORDS
<p>a New public administration: Minnowbrook Perspective, edited by Frank Marini. This work was</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				
80/350	SUBMITTED TEXT	15 WORDS	61% MATCHING TEXT	15 WORDS
<p>a definition of public administration as value-free x It rejected a rationalist and determinative view of</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				
81/350	SUBMITTED TEXT	28 WORDS	58% MATCHING TEXT	28 WORDS
<p>Honey Report on Higher Education for Public Services, 1967 x Conference: Theory and Practice of Public administration, 1967 x The Minnowbrook Conference, 1968 x Publication of Toward a New public administration;</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				
82/350	SUBMITTED TEXT	40 WORDS	87% MATCHING TEXT	40 WORDS
<p>Higher Education for Public Services (1967) In 1966, an affiliate of the American Society for Public administration asked John C. Honey of the Syracuse University to undertake an evaluative study of Public administration as a field of study in the US universities.</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				
83/350	SUBMITTED TEXT	28 WORDS	55% MATCHING TEXT	28 WORDS
<p>over the status of the discipline: Is it a discipline, a science or profession x Institutional weakness (inadequacy of public administration departments) x Gap between scholars of public administration and</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				

84/350	SUBMITTED TEXT	12 WORDS	90% MATCHING TEXT	12 WORDS
<p>The Honey Report aroused interest as well as controversy in the</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				
85/350	SUBMITTED TEXT	13 WORDS	85% MATCHING TEXT	13 WORDS
<p>acted as a catalyst in encouraging discussion on its adequacy in solving societal problems.</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				
86/350	SUBMITTED TEXT	19 WORDS	92% MATCHING TEXT	19 WORDS
<p>concern for the societal problems of the day. Its parameters are relevance, post-positivism, morals, ethics, and values, innovation,</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				
87/350	SUBMITTED TEXT	16 WORDS	78% MATCHING TEXT	16 WORDS
<p>of New public administration express their dissatisfaction with the state of the discipline of Public administration</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				
88/350	SUBMITTED TEXT	8 WORDS	100% MATCHING TEXT	8 WORDS
<p>the need to abandon value-free and value-neutral research</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				
89/350	SUBMITTED TEXT	21 WORDS	100% MATCHING TEXT	21 WORDS
<p>The Minnowbrook conference may rightly be credited with the honour of having produced the first coherent grammar of New public administration.</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				

90/350	SUBMITTED TEXT	51 WORDS	100% MATCHING TEXT	51 WORDS
<p>takes note of the psychological factors causing a change in the human behaviours in organized groups under a given situation. It is based upon the fact that management involves getting things done through people, and therefore management must be centred on inter-personal relations. This approach has been called the human relations, leadership or behavioural science approach.</p>		<p>takes note of the psychological factors causing a change in the human behaviours in organized groups under a given situation. It is based upon the fact that management involves getting things done through people and therefore management must be centred on inter-personal relations. This approach has been called the human relations, leadership or behavioural science approach.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
91/350	SUBMITTED TEXT	54 WORDS	100% MATCHING TEXT	54 WORDS
<p>From the early 1930s and the Hawthorne experiments, a great interest has been generated in the human behaviours school. Human behaviour must be recognized as a key, and it is one of the most important factors in the development of employees. There is agreement on the point that human beings have goals and value for certain needs.</p>		<p>From the early 1930s and the Hawthorne experiments, a great interest has been generated in the human behaviours school. Human behaviour must be recognised as a key and it is one of the most important factors in the development of employees. There is agreement on the point that human beings have goals and value for certain needs.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
92/350	SUBMITTED TEXT	28 WORDS	80% MATCHING TEXT	28 WORDS
<p>It was the first one which sought to give a new image to Public administration—a subject actively concerned with the problems of the society and full of reformist intentions. The</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				
93/350	SUBMITTED TEXT	13 WORDS	75% MATCHING TEXT	13 WORDS
<p>waves of thought that seek to challenge the traditional contents of academic disciplines and</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				
94/350	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>an increased understanding of the individual worker with emphasis on motivation, needs, interpersonal relationships and group dynamics.</p>		<p>an increased understanding of the individual worker with emphasis on motivation, needs, interpersonal relationships and group dynamics.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

95/350	SUBMITTED TEXT	21 WORDS	100% MATCHING TEXT	21 WORDS
<p>It is based upon the fact that management involves getting things done through people, and therefore management must be centred on inter-personal relations</p>		<p>It is based upon the fact that management involves getting things done through people and therefore management must be centred on inter-personal relations.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
96/350	SUBMITTED TEXT	45 WORDS	100% MATCHING TEXT	45 WORDS
<p>The range of thought in this school are: (a) the study of human relations and how managers can understand and use these relations, (b) the role of the manager as a leader and how he should lead others, (c) the study of group dynamics and inter-personal relationships. 4.</p>		<p>The range of thought in this school are (a) the study of human relations and how managers can understand and use these relations (b) the role of the manager as a leader and how he should lead others (c) the study of group dynamics and inter-personal relationships.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
97/350	SUBMITTED TEXT	12 WORDS	88% MATCHING TEXT	12 WORDS
<p>a New public administration: Minnowbrook Perspective, edited by Frank Marini. This work was</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				
98/350	SUBMITTED TEXT	15 WORDS	75% MATCHING TEXT	15 WORDS
<p>the Conference on the Theory and Practice of Public Administration? 4. Describe the significance of</p>		<p>The Philadelphia Conference on the Theory and Practice of Public Administration held under chairmanship of</p>		
<p>W http://dde-ac.in/wp-content/uploads/2019/04/PUBLIC-ADMINISTRATION-THEORY-PRACTICE-MH-411.pdf</p>				
99/350	SUBMITTED TEXT	12 WORDS	83% MATCHING TEXT	12 WORDS
<p>Answers to 'Check Your Progress' Questions 3.9 Questions and Exercises 3.10 Further Reading 3.0 INTRODUCTION</p>		<p>Answers to 'Check Your Progress'; 12.8 Questions and Exercises; 12.9 Further Reading References INTRODUCTION</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
100/350	SUBMITTED TEXT	13 WORDS	83% MATCHING TEXT	13 WORDS
<p>the Conference on the Theory and Practice of Public Administration? 4. Describe the</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				

101/350	SUBMITTED TEXT	12 WORDS	83% MATCHING TEXT	12 WORDS
<p>Answers to 'Check Your Progress' Questions 4.9 Questions and Exercises 4.10 Further Reading 4.0 INTRODUCTION</p>		<p>Answers to 'Check Your Progress'; 12.8 Questions and Exercises; 12.9 Further Reading References INTRODUCTION</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
102/350	SUBMITTED TEXT	15 WORDS	81% MATCHING TEXT	15 WORDS
<p>OBJECTIVES After going through this unit, you will be able to: x Discuss the concept of</p>				
<p>SA MA 1st SEM PLM 403 AMU.docx (D142430249)</p>				
103/350	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>public administrators and public agencies are not and cannot be either neutral or objective.</p>		<p>Public administrators and public agencies are not and cannot be either neutral or objective; –</p>		
<p>W https://www.slideshare.net/jobitonio/key-concepts-theories-of-ublic-administration</p>				
104/350	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>more democratic, more adaptable, more responsive to changing social, economic, and political circumstances (Marini, 1971).</p>		<p>more democratic, more adaptable, more responsive to changing social, economic and political circumstances (Marini 1971) • 120. •</p>		
<p>W https://www.slideshare.net/jobitonio/key-concepts-theories-of-ublic-administration</p>				
105/350	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>New Public Management (NPM) is an approach to running public service</p>		<p>New Public Management (NPM) is an public service</p>		
<p>W https://www.researchgate.net/publication/342212998_New_Public_Management_NPM_as_an_Effort_in_Gove ...</p>				
106/350	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>the principle of hierarchy with respect to the delegation of authority.</p>		<p>the principle of hierarchy with respect to the delegation of authority,</p>		
<p>W https://scsr.pravo.unizg.hr/_download/repository/1-22.pdf</p>				

107/350	SUBMITTED TEXT	18 WORDS	92% MATCHING TEXT	18 WORDS
<p>a new paradigm of public management which puts forward a different relationship between governments, the public service and the public.</p>		<p>a new paradigm of public management that puts forward a different relationship between governments, the public service and the public.</p>		
<p>W https://scsr.pravo.unizg.hr/_download/repository/1-22.pdf</p>				
108/350	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>New Public Management (NPM) is an approach to running public service</p>		<p>New Public Management (NPM) is an public service</p>		
<p>W https://www.researchgate.net/publication/342212998_New_Public_Management_NPM_as_an_Effort_in_Gove ...</p>				
109/350	SUBMITTED TEXT	12 WORDS	83% MATCHING TEXT	12 WORDS
<p>Answers to 'Check Your Progress' Questions 5.7 Questions and Exercises 5.8 Further Reading 5.0 INTRODUCTION</p>		<p>Answers to 'Check Your Progress'; 12.8 Questions and Exercises; 12.9 Further Reading References INTRODUCTION</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
110/350	SUBMITTED TEXT	32 WORDS	32% MATCHING TEXT	32 WORDS
<p>OBJECTIVES After going through this unit, you will be able to: x Discuss the post-modern perspectives of public administration x Examine the relationship between science, technology and public administration x Explain the concept of new public</p>				
<p>SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)</p>				
111/350	SUBMITTED TEXT	15 WORDS	81% MATCHING TEXT	15 WORDS
<p>OBJECTIVES After going through this unit, you will be able to: x Discuss the concept of</p>				
<p>SA MA 1st SEM PLM 403 AMU.docx (D142430249)</p>				
112/350	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>a Conference of Chief Ministers of various States and Union Territories</p>				
<p>SA Implementation of Madhya Pradesh Public Service Guarantee Act 2010 A Study of District Administra ... (D143381906)</p>				

113/350	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>a Conference of Chief Ministers of various States and Union Territories</p> <p>SA Implementation of Madhya Pradesh Public Service Guarantee Act 2010 A Study of District Administra ... (D143381615)</p>				
114/350	SUBMITTED TEXT	17 WORDS	68% MATCHING TEXT	17 WORDS
<p>Vision and mission statement x Details of business transacted by the organization x Details of clients x Details of</p> <p>SA Implementation of Madhya Pradesh Public Service Guarantee Act 2010 A Study of District Administra ... (D143381906)</p>				
115/350	SUBMITTED TEXT	17 WORDS	68% MATCHING TEXT	17 WORDS
<p>Vision and mission statement x Details of business transacted by the organization x Details of clients x Details of</p> <p>SA Implementation of Madhya Pradesh Public Service Guarantee Act 2010 A Study of District Administra ... (D143381615)</p>				
116/350	SUBMITTED TEXT	14 WORDS	90% MATCHING TEXT	14 WORDS
<p>Details of grievance redress mechanism and how to access it x Expectations from the clients</p> <p>SA Implementation of Madhya Pradesh Public Service Guarantee Act 2010 A Study of District Administra ... (D143381906)</p>				
117/350	SUBMITTED TEXT	12 WORDS	83% MATCHING TEXT	12 WORDS
<p>Answers to 'Check Your Progress' Questions 6.9 Questions and Exercises 6.10 Further Reading 6.0 INTRODUCTION</p> <p>Answers to 'Check Your Progress'; 12.8 Questions and Exercises; 12.9 Further Reading References INTRODUCTION</p> <p>SA Principles of Management.pdf (D165734071)</p>				
118/350	SUBMITTED TEXT	27 WORDS	100% MATCHING TEXT	27 WORDS
<p>Management, in some form or another, is an integral part of living and is essential wherever human efforts are to be undertaken to achieve desired objectives. The</p> <p>Management in some form or another is an integral part of living and is essential wherever human efforts are to be undertaken to achieve desired objectives. The</p> <p>SA Principles of Management.pdf (D165734071)</p>				

119/350	SUBMITTED TEXT	164 WORDS	94% MATCHING TEXT	164 WORDS
<p>basic ingredients of management are always at play whether we manage our lives or our business. For example, let us look at the managerial role of a simple housewife and how she uses the managerial ingredients in managing a home. First of all, she appraises her household and its needs. She forecasts the needs of the household for a period of a week or a month or longer. She takes stock of her resources and any constraints on these resources. She plans and organizes her resources to obtain the maximum benefits out of them. She monitors and controls the household budget and expenses and other activities. In a large household, she divides the work among other members and coordinates their activities. She encourages and motivates them to do their best in completing their activities. She is always in search for improvements in goals, resources and in means to attain these goals. These ingredients, generally, are the basic functions of management. The concept of management is as old as the human race itself. The concept of 'family'</p>		<p>basic ingredients of management are always at play whether we manage our lives or our business. For example, let us look at the managerial role of a simple housewife and how she uses the managerial ingredients in managing home. First of all, she appraises her household and its needs. She forecasts the needs of the household for a period of a week or a month or longer. She takes stock of her resources and any constraints on these resources. She plans and organizes then in order to obtain the maximum benefits out of them. She monitors and controls the household budget and expenses and other activities. In a large household, she divides the work among other members and coordinates their activities. She encourages and motivates them to do their best in completing their activities. She is always in search of improvements in goals, resources and in the means to attain then. These ingredients, generally, are the basic functions of management. The concept of management is as old as the human race itself. The concept of 'family'</p>		
SA Principles of Management.pdf (D165734071)				

120/350	SUBMITTED TEXT	108 WORDS	96% MATCHING TEXT	108 WORDS
<p>required that life be organized and resources of food be apportioned in a manner so as to maximize the utility of such resources. Taking proper steps to safeguard the family from attacks by wild animals, planning on where to go fishing and hunting and whom to go with, organizing these groups into hunting and fishing bands where chiefs gave directions and so on are all subtle ingredients of management and organization. A study of various people around the world shows good examples of organizational structures and organizational evolution over the years. A village open market in a tribe and a large department store in a modern city serve the same needs in a similar fashion,</p>		<p>required that life be organized and resources of food be apportioned in a manner so as to maximise the utility of such resources. Taking proper steps to safeguard the family from attacks by wild animals, planning out where to go fishing and hunting and whom to go with, organizing these groups into chiefs and hunting fishing bands where chiefs gave directions and so on, are all subtle ingredients of management and organization. A study of various people around the world shows good examples of organizational structures and organizational evolution over the years. A village open market in a tribe and a large department store in a modern city serve the same needs in a similar fashion,</p>		
SA Principles of Management.pdf (D165734071)				

121/350	SUBMITTED TEXT	115 WORDS	95% MATCHING TEXT	115 WORDS
<p>tribal organization was simple in nature, the modern organization is much more sophisticated and complex with many technological innovations. However, the basic form of management and organizational structure seem to have existed since the beginning of organized human activity. Even recorded history shows the application of some current management techniques as far back as 5000 BC when the ancient Sumerians used written records in assisting governmental operations. The Egyptian pyramids, built as early as 3000 BC, required the organized efforts of over 100,000 workers. It would be natural to assume that all functions of modern management, namely, planning, organizing, directing and controlling played a significant role in the construction of these monuments. Similarly, the early civilisation of India bears witness to organized living. Around 500</p>		<p>tribal organization was simple in nature, the modern organization is much more sophisticated and complex with many technological innovations. However, the basic form of management and organizational structure seems to have existed since the beginning of organized human activity. the recorded history shows the application of some current management techniques as far back as 5000 B.C. when the ancient Sumerians used written records in assisting governmental operations. The Egyptian pyramids, built as early as 3000 B.C., required the organized efforts of over 100,000 workers. It would be natural to assume that all functions of modern management, namely, planning, organizing, directing and controlling played a significant role in the construction of these monuments. Similarly, the early civilisation of India bears witness to organized living. Around 500</p>		
SA Principles of Management.pdf (D165734071)				

122/350	SUBMITTED TEXT	107 WORDS	98% MATCHING TEXT	107 WORDS
<p>declared: Whoever pursues a business in this world must have a system. A business, which has attained success without a system, does not exist. From ministers and generals down to the hundreds of craftsmen, every one of them has a system. The craftsman employs the ruler to make a square and the compass to make a circle. All of them, both skilled and unskilled, use this system. The skilled may at times accomplish a circle and a square by their own dexterity. But with a system, even the unskilled may achieve the same result, though dexterity they may have none. Hence, every craftsman possesses a system as a model. Now, if we govern the</p>		<p>declared: 'Whoever pursues a business in this world must have a system. A business, which has attained success without a system, does not exist. From ministers and generals down to the hundreds of craftsmen, every one of them has a system. The craftsman employs the ruler to make a square and the compass to make a circle. All of them, both skilled and unskilled, use this system. The skilled may at times accomplish a circle and a square by their own dexterity. But with a system, even the unskilled may achieve the same result, though dexterity they have none. Hence, every craftsman possesses a system as a model. Now, if we govern the</p>		
SA Principles of Management.pdf (D165734071)				

123/350	SUBMITTED TEXT	14 WORDS	90% MATCHING TEXT	14 WORDS
<p>Details of grievance redress mechanism and how to access it x Expectations from the clients</p>				
SA Implementation of Madhya Pradesh Public Service Guarantee Act 2010 A Study of District Administra ... (D143381615)				

124/350	SUBMITTED TEXT	150 WORDS	97% MATCHING TEXT	150 WORDS
<p>empire, or a large state without a system as a model, are we not even less intelligent than a common craftsman? Management as a system is not only an essential element of an organized society, but also an integral part of life when we talk about managing our lives. Managing life is not much different from managing an organization and this art of management has been with us from time immemorial. Just as a well-managed life is much better organized, goal oriented and successful, good management of an organization makes the difference between the success and the failure of the organization. Perhaps the importance of management was highlighted by the late President of United States, John F. Kennedy, when he said that 'the role of management in our society is critical in human progress. It serves to identify a great need of our time, to improve standards of living for all people through effective utilization of human and material sources'. Similarly,</p>		<p>empire, or a large state without a system as a model, are we not even less intelligent than a common craftsman?' Management, as a system, is not only an essential element of an organized society but also an integral part of life when we talk about managing our lives. Managing life is not much different from managing an organization and this 'art' of management has been with us from time immemorial. Just as a well-managed life is much better organized, goal oriented and successful 'good' management of an organization makes the difference between the success and the failure of the organization. Perhaps, the importance of management was highlighted by the late President of United States, John F. Kennedy Self-Instructional Material 7 Nature of Management NOTES when he said that, the role of management in our society is critical in human progress. It serves to identify a great need of our time: to improve standards of living for all people through effective utilisation of human and material sources. Similarly,</p>		
SA Principles of Management.pdf (D165734071)				

125/350	SUBMITTED TEXT	187 WORDS	99% MATCHING TEXT	187 WORDS
<p>Peter F. Drucker, a noted management authority, has emphasized the importance of management to social living. He proclaimed nearly 25 years ago that 'effective management was becoming the main resource of developed nations and that it was the most needed resource for developing nations'. A manager's job is highly crucial to the success of any organization. The more complex the organization, the more crucial the manager's role in it. A good manager makes things happen. The importance of management in any organization was emphasized by Professor Leonard R. Sayles in his address to a group of management development specialists, as follows: We must find ways of convincing society as a whole, and those who train managers in particular, that the real leadership problems of our institutions—the getting things done, the implementation, the evolving of a consensus, the making of the right decisions at the right time with the right people—is where the action is. Although we as a society haven't learned to give much credit to managers, I hope we can move toward recognizing that managerial and leadership jobs are among the most critical tasks of our society. As such, they deserve the professional status that we give to more traditional fields of knowledge.</p>		<p>Peter F. Drucker, a noted management authority has emphasised the importance of management in social living. He proclaimed nearly 25 years ago that, "effective management was becoming the main resource of developed nations and that it was the most needed resource for developing nations." A manager's job is highly crucial to the success of any organization. The more complex the organization, the more crucial is the manager's role in it. A good manager makes things happen. The importance of management in any organization was emphasised by Professor Leonard R. Sayles in his address to a group of management development specialists, as follows: 'We must find ways of convincing society as a whole, and those who train managers in particular, that the real leadership problems of our institutions — the getting things done, the implementation, the evolving of a consensus, the making of the right decisions at the right time with the right people — is where the action is. Although we as a society haven't learned to give much credit to managers, I hope we can move toward recognising that managerial and leadership jobs are among the most critical tasks of our society. As such, they deserve the professional status that we give to more traditional fields of knowledge.' 1.3</p>		
SA Principles of Management.pdf (D165734071)				

126/350	SUBMITTED TEXT	28 WORDS	95% MATCHING TEXT	28 WORDS
<p>Planning: It is future oriented and determines an organization's direction. It is a rational and systematic way of making decisions today that will affect the future of the company.</p>		<p>Planning is future-oriented and determines an organization's direction. It is a rational and systematic way of making decisions today that will affect the future of the company.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
127/350	SUBMITTED TEXT	22 WORDS	93% MATCHING TEXT	22 WORDS
<p>Organizing: It requires a formal structure of authority and the direction and flow of such authority through which work sub-divisions are defined,</p>		<p>Organizing requires a formal structure of authority and the direction and flow of such authority through which work sub-divisions are defined,</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
128/350	SUBMITTED TEXT	12 WORDS	100% MATCHING TEXT	12 WORDS
<p>arranged and coordinated so that each part relates to the other</p>		<p>arranged and coordinated so that each part relates to the other</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
129/350	SUBMITTED TEXT	12 WORDS	100% MATCHING TEXT	12 WORDS
<p>in a united and coherent manner so as to attain the prescribed objectives.</p>		<p>in a united and coherent manner so as to attain the prescribed objectives.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
130/350	SUBMITTED TEXT	38 WORDS	88% MATCHING TEXT	38 WORDS
<p>is the function of hiring and retaining a suitable work-force for the enterprise both at managerial as well as non-managerial levels. It involves the process of recruiting, training, developing, compensating and evaluating employees, and maintaining this workforce with proper incentives and motivations.</p>		<p>is the function of hiring and retaining a suitable workforce for the enterprise both at managerial as well as non-managerial levels. It involves the process of recruiting, training, developing, compensating and evaluating employees, and maintaining this work force with proper incentives and motivations.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
131/350	SUBMITTED TEXT	25 WORDS	100% MATCHING TEXT	25 WORDS
<p>is concerned with leadership, communication, motivation and supervision so that the employees perform their activities in the most efficient manner possible, in order to achieve the desired goals.</p>		<p>is concerned with leadership, communication, motivation and supervision so that the employees perform their activities in the most efficient manner possible, in order to achieve the desired goals.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

132/350	SUBMITTED TEXT	18 WORDS	100% MATCHING TEXT	18 WORDS
<p>consists of those activities that are undertaken to ensure that the events do not deviate from the pre-arranged plans.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>consists of those activities that are undertaken to ensure that the events do not deviate from the pre-arranged plans.</p>		
133/350	SUBMITTED TEXT	118 WORDS	98% MATCHING TEXT	118 WORDS
<p>In spite of the growing importance of management as an academic discipline, thereby contributing to the quality of human life, the concept is still clouded by certain misconceptions. No doubt, management as an academic body of knowledge has come a long way in the last few years. It has grown and gained acceptance all over the world. Yet, it is a paradox that the term management continues to be the most misunderstood and misused. A study of the process of management reveals the following points about the nature of management. Management is a universal process where there is human activity, whether individual or joint, there is management. The process of management can be noticed in all spheres of life. The basic nature of management activity remains</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>In spite of the growing importance of management as an immensely academic discipline contributing to the quality of human life, the concept is still clouded by certain misconceptions. No doubt, management as an academic body of knowledge has come a long way in the last few years. It has grown and gained acceptance all over the world. Yet, it is a paradox that the term 'Management' continues to be the most misunderstood and misused. A study of the process of management reveals the following points about the nature of management. 1.4.1 Management is a Universal Process Where there is human activity, whether individual or joint, there is management. The process of management can be noticed in all spheres of life. The basic nature of management activity remains</p>		
134/350	SUBMITTED TEXT	29 WORDS	91% MATCHING TEXT	29 WORDS
<p>same in all arenas, whether the organization to be managed is a family, club, trade union, trust, municipality, business concern or the government. Slight variations in approach and style may</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>same in all arenas, whether the organization to be managed is a family, a club, a trade union, a trust, a municipality, a business concern or the government. Slight variations in approach and style may</p>		
135/350	SUBMITTED TEXT	114 WORDS	88% MATCHING TEXT	114 WORDS
<p>Management is a Factor of Production: Management is regarded as a factor of production. Just as land, labour and capital have to be brought together and put to effective use for the production and distribution of goods and services, similarly managerial skills have also to be acquired and effectively used for the purpose. In the modern industrial set-up, qualified and efficient managers are essential to reap the fruits of huge investment in business where the pattern of production has become capital-intensive. In fact, in this scenario, the more important would be the role of management. x Management is Goal Oriented: The most important goal of management activity is to accomplish the objectives of an enterprise. These objectives may be economic, socio-economic, social and human</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Management is a Factor of Production Management is regarded as a factor of production. Just as land, labour and capital have to be brought together and put to effective use for the production and distribution of goods and services, similarly managerial skills have also to be acquired and effectively used for the purpose. In the modern industrial set-up, qualified and efficient managers are essential to reap the fruits of huge investment in business where the pattern of production has become capital- intensive. In fact, in this scenario, the more important would be the role of management. 1.4.3 Management is Goal Oriented The most important goal of all management activity is to accomplish the objectives of an enterprise. These objectives may be economic, socio-economic, social and human</p>		

136/350	SUBMITTED TEXT	242 WORDS	95% MATCHING TEXT	242 WORDS
	<p>money, materials, machines and methods in the pursuit of the objectives. x Management is Supreme in Thought and Action: Determination of the objectives of an enterprise tests the collective wisdom and sense of imagination of its management. The objectives should be neither too high sounding or difficult to achieve, nor too low-pitched to rob the workers of their sense of achievement. However, mere setting of objectives will be of no avail, if there is no vigorous action to achieve them. Managers set realizable objectives and then mastermind action on all fronts to accomplish them. Managers belong to that rare breed of men who are not only aware of what is to be achieved and how, but also possess the capability and courage to accept the challenges of doing it. x Management is a Group Activity: An enterprise will not be able to achieve its objectives if only one or a few individuals or departments are efficient and the rest are inefficient. The calibre of each individual and department needs to be efficient in order to make a project successful. For example, even the best performance by the production department will become meaningless if the sales department does not make efforts to sell the products or if the finance department does not ensure adequate availability of funds. For the success of an enterprise, it is necessary that all human and physical resources at its disposal are efficiently coordinated to attain the maximum levels of productivity. It is well known that the combined productivity of different resources will always be much higher than the total of</p>		<p>money, materials, machines and methods in the pursuit of the objectives. 10 Self-Instructional Material Nature of Management NOTES 1.4.4 Management is Supreme in Thought and Action Determination of the objectives of an enterprise tests the collective wisdom and sense of imagination of its management. The objectives should be neither too high sounding or difficult to achieve, nor too low pitched to rob the workers of their sense of achievement. But, mere setting of objectives will be of no avail, if there is no vigorous action to achieve them. Managers set realizable objectives and then mastermind action on all fronts to accomplish them. Managers belong to that rare breed of men who are not only aware of what is to be achieved and how, but also possess the capability and courage to accept the challenges of doing it. 1.4.5 Management is a Group Activity An enterprize will not be able to achieve its objectives if only one or a few individuals or departments are efficient and the rest are inefficient. The calibre of each individual and each department needs to be efficient in order to make a project successful. For example, even the best performance by the production department will become meaningless if the sales department does not make efforts to sell the products or if the finance department does not ensure adequate availability of funds. For the success of an enterprize, it is necessary that all the human and physical resources at its disposal are efficiently coordinated to attain the maximum levels of productivity. It is well known that the combined productivity of different resources will always be much higher than the total of</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

137/350	SUBMITTED TEXT	52 WORDS	MATCHING TEXT	52 WORDS
	<p>various resources to achieve maximum combined productivity. With proper management, one plus one does not mean two but eleven. This is also called the multiplier effect of management activity. x Management is a Dynamic Function Management is a dynamic function of a collective enterprise that is constantly engaged in casting and recasting the enterprise in the world of</p>		<p>67%ous resources and to achieve maximum combined productivity. With proper management, one plus one does not mean two, but eleven. This is also called the multiplier effect of management activity. 1.4.6 Management is a Dynamic Function Management is a dynamic function of a collective enterprize, which is constantly engaged in casting and recasting the enterprize in the world of</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

138/350	SUBMITTED TEXT	74 WORDS	98% MATCHING TEXT	74 WORDS
<p>changing business environment. Not only this, it also sometimes initiates moves that reform and alter the business environment. If an enterprise is well equipped to face the changes in business environment brought about by economic, social, political, technological or human factors, it can soon adapt itself to a changed environment or make innovation to attune itself to it. For example, if there is a fall in the demand for a particular product, the enterprise can be kept in readiness</p>		<p>changing business environment. Not only this, it also sometimes initiates moves that reform and alter the business environment. If an enterprize is well equipped to face the changes in business environment brought about by economic, social, political, technological or human factors, it can soon adapt itself to a changed environment or make innovation to attune itself to it. For example, if there is a fall in the demand for a particular product, the enterprise can be kept in readiness</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
139/350	SUBMITTED TEXT	14 WORDS	100% MATCHING TEXT	14 WORDS
<p>to explore new markets or switch over to production of new goods with ready demand.</p>		<p>to explore new markets or switch over to production of new goods with ready demand. 1.4.7</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
140/350	SUBMITTED TEXT	79 WORDS	98% MATCHING TEXT	79 WORDS
<p>Management is a Social Science: In other words, management means getting the tasks done by different people with different qualities. This involves dealing with individuals, each one of whom has a different level of sensitivity, understanding and dynamism. In fact, no definite principles or rules can be laid down in respect of human behaviour. These principles change from individual to individual and from situation to situation. No doubt, a manager may seek guidelines from established principles and rules, but he cannot base his decisions on them.</p>		<p>Management is a Social Science In other words, management means getting the tasks done by different people with different qualities. This involves dealing with individuals each one of who has a different level of sensitivity, understanding and dynamism. In fact, no definite principles or rules can be laid down in respect of human behaviour. These principles change from individual to individual and from situation to situation. No doubt, a manager may seek guidelines from established principles and rules but he cannot base his decisions on them. 1.4.8</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
141/350	SUBMITTED TEXT	27 WORDS	100% MATCHING TEXT	27 WORDS
<p>Management is an important Organ of Society: Management as an activity has carved for itself an important place in society. Management shares a direct relationship with society. While</p>		<p>Management is an Important Organ of Society Management as an activity has carved for itself an important place in society. Management shares a direct relationship with society. While</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
142/350	SUBMITTED TEXT	80 WORDS	91% MATCHING TEXT	80 WORDS
<p>society. By their decisions, management of large undertakings influence the economic, socio-political, religious, moral and institutional behaviour of the members of society. This creates an impact on the social and moral obligations of business management, which cannot be easily ignored. x Management is a System of Authority: It is the job of management to bring about a harmonious arrangement and pattern among the different resources employed in an undertaking. In fact, management's role as a factor of production forces itself to be methodical in plans and procedures and</p>		<p>society. By their decisions, management of large undertakings influence the economic, social political, religious, moral and institutional behaviour of the members of society. This creates an impact on the social and moral obligations of business management, which cannot be easily ignored. Self-Instructional Material 11 Nature of Management NOTES 1.4.9 Management is a System of Authority It is the job of management to bring about a harmonious arrangement and pattern among the different resources employed in an undertaking. In fact, the s role as a factor of production forces it to be methodical in plans and procedures, and</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

143/350	SUBMITTED TEXT	156 WORDS	95% MATCHING TEXT	156 WORDS
<p>this calls for well-defined lines of command, delegation of suitable authority and responsibility at all levels of decision-making. Unless there is proper balance between authority and responsibility at each level of decision-making, the organization might not succeed in the task of accomplishment of its objective. x Management is a Profession: Management makes judicious use of all available means to accomplish certain predetermined ends. To achieve this successfully, managers need to possess managerial knowledge and training. Moreover, they have to conform to a recognized code of conduct and remain conscious of their social and human obligations. Managers are well paid and well provided by the organization for their work. Moreover, they enjoy considerable social prestige too. x Management is a Process: Management is an activity consisting of a distinct process, which is known as the management process. This process is primarily concerned with the important task of achieving goals. No business enterprise can achieve its objectives until and unless all the members of the unit make an integrated and planned effort under the</p>		<p>This calls for well-defined lines of command, delegation of suitable authority and responsibility at all levels of decision making. Unless there is proper balance between authority and responsibility at each level of decision-making, the organization might not succeed in the task of accomplishment of its objective. 1.4.10 Management is a Profession Management makes judicious use of all available means to accomplish certain predetermined ends. To achieve this successfully, managers need to possess managerial knowledge and training. Moreover, they have to conform to a recognised code of conduct and remain conscious of their social and human obligations. Managers are well paid and well provided by the organization for their work. Moreover, they enjoy considerable social prestige too. 1.4.11 Management as a Process Management is an activity consisting of a distinct process, which is known as the management process. This process is primarily concerned with the important task of goal achievement. No business enterprise can achieve its objectives until and unless all the members of the unit make an integrated and planned effort under the</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

144/350	SUBMITTED TEXT	82 WORDS	100% MATCHING TEXT	82 WORDS
<p>central coordination agency. In management terminology, this central co-ordinating agency is technically known as 'management' and the methodology of getting things done is known as 'management process'. The process, in general, is defined as a series of actions or operations conducted towards an end. The logic of the management process is that particular functions are performed in a sequence within a given period of time. In other words, the functions that are performed by a manager and the sequence in which they are performed are together called the 'management process'.</p>		<p>central coordination agency. In management terminology, this central co-ordinating agency is technically known as 'MANAGEMENT' and the methodology of getting things done is known as 'Management Process' The process, in general, is defined as a series of actions or operations conducted towards an end. The logic of the management process is that particular functions are performed in a sequence within a given period of time. In other words, the functions that are performed by a manager and the sequence in which they are performed are together called the 'Management process'.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

145/350	SUBMITTED TEXT	32 WORDS	95% MATCHING TEXT	32 WORDS
<p>processes such as planning, organizing and actuating involved in the achievement of business goals together form the management process. Scope of Management Process Although, it is difficult to precisely define the scope of management</p>		<p>Processes such as planning, organizing and actuating involved in the achievement of business goals together form the management process. 1.5 SCOPE OF MANAGEMENT Although it is difficult to precisely define the scope of management,</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

146/350	SUBMITTED TEXT	20 WORDS	93% MATCHING TEXT	20 WORDS
<p>labour-welfare and social security industrial relations. x Purchasing management includes inviting tenders for raw materials, placing orders, entering into contracts and materials control.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>labour-welfare and social security industrial relations. ? Purchasing management includes inviting tenders for raw materials, placing orders, entering into contracts and materials control. ?</p>		
147/350	SUBMITTED TEXT	46 WORDS	90% MATCHING TEXT	46 WORDS
<p>Production management includes production planning, production control techniques, quality control and inspection and time and motion studies. x Maintenance management involves proper care and maintenance of the buildings, plant and machinery. x Transport management includes packing, warehousing and transportation by rail, road and air. x Distribution management includes marketing, market research, determination</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Production management includes production planning, production control techniques, quality control and inspection and time and motion studies. ? Maintenance management involves proper care and maintenance of the buildings, plant and machinery. ? Transport management includes packing, warehousing and transportation by rail, road and air. ? Distribution management includes marketing, market research, price- determination,</p>		
148/350	SUBMITTED TEXT	32 WORDS	90% MATCHING TEXT	32 WORDS
<p>price, taking market risk and advertising, publicity and sales promotion. x Office management includes activities to properly manage the layout, staffing and equipment of the office. x Development management involves experimentation and research of production techniques</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>price- determination, taking market-risk and advertising, publicity and sales promotion. ? Office management includes activities to properly manage the layout, staffing and equipment of the office. ? Development management involves experimentation and research of production techniques,</p>		
149/350	SUBMITTED TEXT	58 WORDS	80% MATCHING TEXT	58 WORDS
<p>Management is an inter-disciplinary approach: For the correct implementation of management, it is important to have knowledge of commerce, economics, sociology, psychology and mathematics. 4. Universal application: The principles of management can be applied to all types of organizations irrespective of the nature of tasks that they perform. 5. Essentials of management: Three essentials of management are as follows: x Scientific method x Human relations</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Management is an Inter-disciplinary Approach For the correct implementation of the management, it is important to have knowledge of commerce, economics, sociology, psychology and mathematics. 1.5.4 Universal Application The principles of management can be applied to all types of organizations irrespective of the nature of tasks that they perform. Three essentials of management are: ? Scientific method ? Human relations ?</p>		

150/350	SUBMITTED TEXT	72 WORDS	98% MATCHING TEXT	72 WORDS
<p>Management as a Science Before trying to examine whether management is a science or not, we have to understand the nature of science. Science may be described as a systematized body of knowledge pertaining to an act of study and contains some general truths explaining past events or phenomena. It is systematized in the sense that relationships between variables and their limits have been ascertained and underlying principles have been discovered. Three important characteristics of science are</p>		<p>Management as a Science Before trying to examine whether management is a science or not, we have to understand the nature of science. Science may be described as a systematised body of knowledge pertaining to an act of study and contains some general truths explaining past events or phenomena. It is systematised in the sense that relationships between variables and their limits have been ascertained and underlying principals have been discovered. Three important characteristics of science are: ?</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

151/350	SUBMITTED TEXT	71 WORDS	96% MATCHING TEXT	71 WORDS
<p>It is a systematized body of knowledge and uses scientific methods for observation. x Its principles are evolved on the basis of continued observation and experiment. x Its principles are exact and have universal applicability without any limitation. Examples of scientific principles are that two atoms of hydrogen and one atom of oxygen form one molecule of water, or according to the law of gravitation if anything is thrown towards the sky it will come down to</p>		<p>It is a systematized body of knowledge and uses scientific methods for observation. ? Its principles are evolved on the basis of continued observation and experiment. ? Its principles are exact and have universal applicability without any limitation. Examples of scientific principles are that two atoms of hydrogen and one atom of oxygen form one molecule of water or, according to the law of gravitation, if anything is thrown towards the sky, it will come down to</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

152/350	SUBMITTED TEXT	143 WORDS	95% MATCHING TEXT	143 WORDS
<p>earth. Judging from these criteria, it may be observed that management too is a systematized body of knowledge and its principles have evolved on the basis of observation, not necessarily through the use of scientific methods. However, if we consider science as a discipline in the sense of our natural science, one is able to experiment by keeping all factors and then varying them one at a time. In natural science, it is possible to repeat the same conditions over and over again, which enable the scientist to experiment and obtain a proof. This kind of experimentation cannot be carried out in the art of management since we are dealing with the human element. This puts a limitation on management as a science. It may be designated as an 'inexact' or 'soft science'. Management as an Art Art comprises the 'know-how to accomplish a desired result'. The focus is on doing things in one way.</p>		<p>earth. Judging from these criteria, it may be observed that management too is a systematised body of knowledge and its principles have evolved on the basis of observation not necessarily through the use of scientific methods. However, if we consider science as a discipline in the sense of our natural science, one is able to experiment by keeping all factors and then varying them one at a time. In natural science, it is possible to repeat the same conditions over and over again, which enables the scientist to experiment and to obtain a proof. This kind of experimentation-cannot be accompanied in the art of management since we are dealing with the human element. This puts a limitation on management as a science. It may be designated as an 'inexact' or 'soft science'. Management as an Art Art refers to the 'know-how to accomplish a desired result'. The focus is on doing things in one way.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

153/350	SUBMITTED TEXT	47 WORDS	100% MATCHING TEXT	47 WORDS
<p>cases, the application of knowledge acquired through formal education requires ingenuity, correct understanding of the variables in the situation, pragmatism and creativity in finding solutions to problems. Effective practice of any art requires a thorough understanding of the science underlying it. Thus, science and art are not mutually exclusive, but</p>		<p>cases, the application of knowledge acquired through formal education, requires ingenuity, correct understanding of the variables in the situation, pragmatism and creativity in finding solutions to problems. Effective practice of any art requires a thorough understanding of the science underlying it. Thus science and art are not mutually exclusive, but</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

154/350	SUBMITTED TEXT	22 WORDS	100% MATCHING TEXT	22 WORDS
<p>organization's direction. It is a rational and systematic way of making decisions today that will affect the future of the company. It</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>organization's direction. It is a rational and systematic way of making decisions today that will affect the future of the company. It</p>		
155/350	SUBMITTED TEXT	16 WORDS	97% MATCHING TEXT	16 WORDS
<p>Planning is particularly important because of scarce resources and uncertain environments with a fierce competition for these resources.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Planning is particularly important because of scarce resources and an uncertain environment with a fierce competition for these resources.</p>		
156/350	SUBMITTED TEXT	38 WORDS	96% MATCHING TEXT	38 WORDS
<p>corrective hindsight. It involves forecasting the future as well as attempting to control the events. It involves the ability to foresee the effects of current actions in the long run in the future. Peter Drucker has defined planning as follows:</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>corrective hindsight. It involves predicting the future as well as attempting to control the events. It involves the ability to foresee the effects of current actions in the long run in the future. Peter Drucker has defined planning as follows: "</p>		
157/350	SUBMITTED TEXT	66 WORDS	97% MATCHING TEXT	66 WORDS
<p>Planning is the continuous process of making present entrepreneurial decisions systematically and with best possible knowledge of their futurity, organizing systematically the efforts needed to carry out these decisions and measuring the results of these decisions against the expectations through organized and systematic feedback." An effective planning programme incorporates the effects of both external as well as internal factors. The external factors are shortages of resources, both capital and material, general economic</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Planning is the continuous process of making present entrepreneurial decisions systematically and with best possible knowledge of their futurity, organizing systematically the efforts needed to carry out these decisions and measuring the results of these decisions against the expectations through organized and systematic feedback". An effective planning programme incorporates the effect of both external as well as internal factors. The external factors are shortages of resources; both capital and material, general economic</p>		
158/350	SUBMITTED TEXT	16 WORDS	94% MATCHING TEXT	16 WORDS
<p>interest rates and inflation, dynamic technological advancements, increased governmental regulations regarding community interests, unstable international political environments '</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>interest rates and inflation are dynamic technological advancements, increased governmental regulations regarding community interests, unstable international political environments,</p>		

159/350	SUBMITTED TEXT	12 WORDS	88% MATCHING TEXT	12 WORDS
<p>The internal factors that affect planning include limited growth opportunities due to saturation</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>The internal factors that affect planning are limited growth opportunities due to saturation</p>		
160/350	SUBMITTED TEXT	29 WORDS	95% MATCHING TEXT	29 WORDS
<p>Organizing Organizing requires a formal structure of authority and the direction and flow of such authority through which work sub-divisions are defined, arranged and coordinated so that each part relates to</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Organizing Organizing requires a formal structure of authority and the direction and flow of such authority through which work sub-divisions are defined, arranged and coordinated so that each part relates to</p>		
161/350	SUBMITTED TEXT	73 WORDS	91% MATCHING TEXT	73 WORDS
<p>in a united and coherent manner so as to attain the prescribed objectives. Thus, the function of organizing involves the determination of activities that need to be done in order to achieve the company goals, assigning these activities to the proper personnel and delegating the necessary authority to carry out these activities in a coordinated and cohesive manner. It follows, therefore, that organizing function is concerned with:</p> <p>x Identifying the tasks that must be performed and grouping them wherever necessary.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>in a united and coherent manner so as to attain the prescribed objectives. Thus the function of organizing involves the determination of activities that need to be done in order to reach the company goals, assigning these activities to the proper personnel, and delegating the necessary authority to carry out these activities in a coordinated and cohesive manner. It follows, therefore, that the function of organizing is concerned with: 1. Identifying the tasks that must be performed and grouping them whenever necessary. 2.</p>		
162/350	SUBMITTED TEXT	17 WORDS	70% MATCHING TEXT	17 WORDS
<p>defining their authority and responsibility. x Delegating such authority to these employees. x Establishing a relationship between authority and responsibility.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>defining their authority and responsibility. 3. Delegating authority to the employees. 4. Establishing a relationship between authority and responsibility. 5.</p>		
163/350	SUBMITTED TEXT	36 WORDS	86% MATCHING TEXT	36 WORDS
<p>directing function is concerned with leadership, communication, motivation and supervision so that the employees perform their activities in the most efficient manner possible. The leadership element involves issuing of instructions and guiding the subordinates about procedures and methods.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Directing is concerned with leadership, communication, motivation and supervision so that the employees perform their activities in the most efficient manner possible, in order to achieve the desired goals. involves issuing instructions and guiding the subordinates about procedures and methods.</p>		
164/350	SUBMITTED TEXT	19 WORDS	76% MATCHING TEXT	19 WORDS
<p>organizational goals and objectives. These functions are interrelated and interdependent so that a significant change in one function affects</p> <p>SA 181314 Independent study oct.pdf (D119109365)</p>				

165/350	SUBMITTED TEXT	53 WORDS	77% MATCHING TEXT	53 WORDS
<p>so that the information can be passed on to the subordinates and the feedback received back from them. Motivation factor is very important, since highly motivated people show excellent performance with less direction from superiors. Supervising subordinates would give continuous progress reports as well as assure the superiors that the directions are being properly carried out.</p>		<p>so that the information can be passed on to the subordinates and their feedback received in an easy manner. Motivation is very important, since highly motivated people perform excellently with less direction from superiors. Supervising subordinates would give continuous progress reports as well as assure the superiors that the directions are being properly carried out. 2.2.5</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
166/350	SUBMITTED TEXT	25 WORDS	85% MATCHING TEXT	25 WORDS
<p>are properly motivated". Controlling The function of controlling consists of those activities that are undertaken to ensure that the events do not deviate from the pre-arranged plans.</p>		<p>are being properly carried out. 2.2.5 Controlling The function of control consists of those activities that are undertaken to ensure that the events do not deviate from the pre-arranged plans.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
167/350	SUBMITTED TEXT	43 WORDS	100% MATCHING TEXT	43 WORDS
<p>However, if these two individuals start a business of pushing cars out of ditches, then an organization would be created. More recently, Bedeian and Zamnuto have defined organizations as 'social entities that are goal directed, deliberately structured activity systems with a permeable boundary'. There are</p>		<p>However, if these two individuals start a business of pushing cars out of ditches, then an organization would be created. More recently, Bedeian and Zamnuto have defined organizations as 'social entities that are goal directed, deliberately structured activity systems with a permeable boundary.' There are</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
168/350	SUBMITTED TEXT	46 WORDS	100% MATCHING TEXT	46 WORDS
<p>four key elements in this definition: 1. Social entities: The word social as a derivative of society, basically means gathering of people as against plants, machines, buildings, even though plants, machines and buildings are necessary contributors to the existence of the organization. Organizations will cease to exist if there</p>		<p>four key elements in this definition. 5.2.1 Social Entities The word 'social' as a derivative of society, basically means gathering of people as against plants, machines, buildings, even though plants, machines and buildings are necessary contributors to the existence of the organization. Organizations will cease to exist if there</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
169/350	SUBMITTED TEXT	31 WORDS	100% MATCHING TEXT	31 WORDS
<p>no people to run them, even if other things remain. For example, if everybody resigns from a company and no one is replaced, then it is no longer an organization even though all</p>		<p>no people to run them, even if other things remain. For example, if everybody resigns from a company and no one is replaced, then it is no longer an organization even though all</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

170/350	SUBMITTED TEXT	189 WORDS	97% MATCHING TEXT	189 WORDS
<p>material assets of the company remain until disposed off. On the other hand, there are organizations such as neighbourhood associations, which have only people in them and no physical assets. Accordingly, it is the people and their roles that are the building blocks of an organization. 2. Goal directed: All efforts of an organization are directed towards a common goal. A common goal or purpose gives organization members a rallying point. For example, Ross Perot, Chief Executive Officer (CEO) of Electronic Data Systems (EDS), recommended when he joined General Motors, that GM should strive to become the finest car manufacturer in the world. This became the common goal of all GM employees. While the primary goal of any commercial organization is to generate financial gains for its owners, this goal is interrelated with many other goals, including the goals of individual members. For example, General Motors may have the commercial goal of producing and selling more cars every year, community goal of reducing air pollution created by its products, and the employee goals of earning and success achievement. 3. Deliberately structured activity systems: By systematically dividing complex tasks into specialized jobs and categories of activities into separate departments, an organization can use its resources more efficiently.</p>		<p>material assets of the company remain until disposed off. On the other hand, there are organizations such as neighbourhood associations which have only people in it and without any physical assets. Accordingly, it is the people and their roles that are the building blocks of an organization. 5.2.2 Goal Directed All efforts of an organization are directed towards a common goal. A common goal or purpose gives organization members a rallying point. For example, Ross Perot, Chief Executive Officer (CEO) of Electronic Data Systems (EDS), recommended when he joined General Motors, that 'GM should strive to become the finest car manufacturer in the world. This became the common goal of all GM employees. While the primary goal of any commercial organization is to generate financial gains for its owners, this goal is interrelated with many other goals, including the goals of individual members. For example, General Motors may have the commercial goal of producing and selling more cars every year, community goal of reducing air pollution created by its products and the employee goals of earning and success achievement.' 5.2.3 Deliberately Structured Activity Systems By systematically dividing complex tasks into specialized jobs and categories of activities into separate departments, an organization can use its resources more efficiently.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

171/350	SUBMITTED TEXT	31 WORDS	100% MATCHING TEXT	31 WORDS
<p>subdivision of activities achieves efficiencies in the workplace. The organizations are deliberately structured in such a manner so as to coordinate the activities of separate groups and departments for the achievement of</p>		<p>Subdivision of activities achieves efficiencies in the workplace. The organizations are deliberately structured in such a manner so as to coordinate the activities of separate groups and departments for the achievement of</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

172/350	SUBMITTED TEXT	40 WORDS	100% MATCHING TEXT	40 WORDS
<p>common purpose. 4. Permeable boundary: All organizations have boundaries that separate them from other organizations. These boundaries determine as to who and what is inside or outside the organization. Sometimes, these boundaries are vigorously protected. However, the dynamics of the changing world has made</p>		<p>common purpose. 5.2.4 Permeable Boundary All organizations have boundaries that separate them from other organizations. These boundaries determine as to who and what is inside or outside the organization. Sometimes, these boundaries are vigorously protected. However, the dynamics of the changing world has made</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

173/350	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>less rigid and more permeable in terms of sharing information and technology for mutual benefit.</p>		<p>less rigid and more permeable in terms of sharing information and technology for mutual benefit.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

174/350	SUBMITTED TEXT	58 WORDS	90% MATCHING TEXT	58 WORDS
<p>The organizing function is extremely important, because once the objectives of the organization and the plans have been established, it is the primary mechanism with which managers activate such plans. Organizing is the function of gathering resources, establishing orderly uses for such resources and structuring tasks to fulfil organizational plans. It includes the determination of what tasks are to be done, how</p>		<p>The organizing function is extremely important, because once the objectives of the organization and the plans have been established, they become the primary mechanisms with which managers activate such plans. 'Organizing' is the function of gathering resources, establishing orderly uses for such resources and structuring tasks to fulfill organizational plans. It includes the determination of what tasks are to be done, how</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
175/350	SUBMITTED TEXT	20 WORDS	100% MATCHING TEXT	20 WORDS
<p>are to be grouped, who is going to be responsible to do these tasks and who will make decisions about</p>		<p>are to be grouped, who is going to be responsible to do these tasks and who will make decisions about</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
176/350	SUBMITTED TEXT	10 WORDS	100% MATCHING TEXT	10 WORDS
<p>The process of organizing consists of the following five steps.</p>		<p>The process of organizing consists of the following five steps.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
177/350	SUBMITTED TEXT	32 WORDS	72% MATCHING TEXT	32 WORDS
<p>Reviewing plans And objectives Determining activities Classifying and grouping activities Evaluating results Assigning work and resources 2 1 3 4 5 Feedback)LJ Five Steps</p>		<p>Reviewing plans and objectives Determining activities Classifying and grouping activities Assigning work and resources Evaluating results Feedback 1 2 3 4 5 Figure 5.2: Five Steps</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
178/350	SUBMITTED TEXT	53 WORDS	99% MATCHING TEXT	53 WORDS
<p>Organizing 1. Reviewing plans and objectives: The first step for the management is to reflect on the organizational goals and objectives and its plans to achieve them so that proper activities can be determined. For example, if a high class restaurant is to be opened in an elite area, then the management must establish objectives and review</p>		<p>Organizing Process 1. Reviewing plans and objectives. The first step for the management is to reflect on the organizational goals and objectives and its plans to achieve them so that proper activities can be determined. For example, if a high class restaurant is to be opened in an elite area, then the management must establish objectives and review</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

179/350	SUBMITTED TEXT	174 WORDS	99% MATCHING TEXT	174 WORDS
<p>so that these are consistent with the location of the restaurant and the type of customers to be served. 2. Determining activities: In the second step, managers prepare and analyse the activities needed to accomplish the objectives. In addition to general activities such as hiring, training, keeping records and so on, there are specific activities which are unique to the type of business that an organization is in. For example, in the case of the restaurant, the two major activities or tasks are cooking food and serving customers. 3. Classifying and grouping activities: Once the tasks have been determined, these tasks must be classified into manageable work units. This is usually done on the basis of similarity of activities. For example, in a manufacturing organization, the activities may be classified into production, marketing, finance, research and development and so on. These major categories of tasks can be subdivided into smaller units to facilitate operations and supervision. For example, in the area of serving customers in the restaurant, there may be different persons for taking cocktail orders, for food orders and for clearing the tables. For cooking food, there may</p>		<p>so that these are consistent with the location of the restaurant and the type of customers to be served. 2. Determining activities. In the second step, managers prepare and analyze the activities needed to accomplish the objectives. In addition to general activities such as hiring, training, keeping records and so on, there are specific activities which are unique to the type of business that an organization is in. For example, in the case of the restaurant, the two major activities or tasks are cooking food and serving customers. 3. Classifying and grouping activities. Once the tasks have been determined, these tasks must be classified into manageable work units. This is usually done on the basis of similarity of activities. For example, in a manufacturing organization, the activities may be classified into production, marketing, finance, research and development and so on. These major categories of tasks can be subdivided into smaller units to facilitate operations and supervision. For example, in the area of serving customers in the restaurant, there may be different persons for taking cocktail orders, for food orders and for clearing the tables. For cooking food, there may</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

180/350	SUBMITTED TEXT	109 WORDS	100% MATCHING TEXT	109 WORDS
<p>different cooks for different varieties of food. 4. Assigning work and resources: This step is critical to organizing because the right person must be matched with the right job and the person must be provided with the resources to accomplish the tasks assigned. The management of the restaurant must determine as to who will take the orders and who will set as well as clear the tables, and what the relationship between these individuals will be. Management must also make sure that adequate resources of food items, utensils and cutlery are provided as necessary. 5. Evaluating results: In this final step, feedback about the outcomes would determine as to how well the implemented organizational strategy is working.</p>		<p>different cooks for different varieties of food. 4. Assigning work and resources. This step is critical to organizing because the right person must be matched with the right job and the person must be provided with the resources to accomplish the tasks assigned. The management of the restaurant must determine as to who will take the orders and who will set as well as clear the tables and what the relationship between these individuals will be. Management must also make sure that adequate resources of food items, utensils and cutlery are provided as necessary. 5. Evaluating results. In this final step, feedback about the outcomes would determine as to how well the implemented organizational strategy is working.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

181/350	SUBMITTED TEXT	51 WORDS	100% MATCHING TEXT	51 WORDS
<p>This feedback would also determine if any changes are necessary or desirable in the organizational set-up. For example, in the case of the restaurant, complaints and suggestions from customers would assist the manager in making any necessary changes in the preparation of food, internal decor of the restaurant or efficiency in service. CHECK YOUR PROGRESS 6.</p>		<p>This feedback would also determine if any changes are necessary or desirable in the organizational set-up. For example, in the case of the restaurant, complaints and suggestions from customers would assist the manager in making any necessary changes in the preparation of food, internal decor of the restaurant or efficiency in service. CHECK YOUR PROGRESS 5.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

182/350	SUBMITTED TEXT	40 WORDS	100% MATCHING TEXT	40 WORDS
<p>Management, in some form or another, is an integral part of living and is essential wherever human efforts are to be undertaken to achieve desired objectives. The basic ingredients of management are always at play whether we manage our lives or our business.</p>		<p>Management in some form or another is an integral part of living and is essential wherever human efforts are to be undertaken to achieve desired objectives. The basic ingredients management are always at play whether we manage our lives or our business.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
183/350	SUBMITTED TEXT	16 WORDS	100% MATCHING TEXT	16 WORDS
<p>The concept of management is as old as the human race itself. The concept of 'family'</p>		<p>The concept of management is as old as the human race itself. The concept of 'family'</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
184/350	SUBMITTED TEXT	22 WORDS	93% MATCHING TEXT	22 WORDS
<p>required that life be organized and resources of food be apportioned in a manner so as to maximize the utility of such resources.</p>		<p>required that life be organized and resources of food be apportioned in a manner so as to maximise the utility of such resources.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
185/350	SUBMITTED TEXT	34 WORDS	100% MATCHING TEXT	34 WORDS
<p>Management is a universal process where there is human activity, whether individual or joint, there is management. The process of management can be noticed in all spheres of life. The basic nature of management activity remains</p>		<p>Management is a Universal Process Where there is human activity, whether individual or joint, there is management. The process of management can be noticed in all spheres of life. The basic nature of management activity remains</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
186/350	SUBMITTED TEXT	29 WORDS	91% MATCHING TEXT	29 WORDS
<p>same in all arenas, whether the organization to be managed is a family, club, trade union, trust, municipality, business concern or the government. Slight variations in approach and style may</p>		<p>same in all arenas, whether the organization to be managed is a family, a club, a trade union, a trust, a municipality, a business concern or the government. Slight variations in approach and style may</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
187/350	SUBMITTED TEXT	30 WORDS	95% MATCHING TEXT	30 WORDS
<p>The word organization is used and understood widely in our daily lives. It has been defined in a number of ways by psychologists, sociologists, management theorists as well as practitioners. x A</p>		<p>The word organization is used and understood widely in our daily lives. It has been defined in a number of ways by psychologists, sociologists, management theorists as well as practitioners. A</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

188/350	SUBMITTED TEXT	50 WORDS	100% MATCHING TEXT	50 WORDS
<p>There are some established guidelines that are common to all organizations that are structured in a classical form. The classical form means a bureaucratic structure where there is a hierarchy of power and responsibility and the directions primarily flow from the top management to the lower levels of workers through its hierarchical ranks. 6.7</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>There are some established guidelines that are common to all organizations that are structured in a classical form. The classical form means a bureaucratic structure where there is a hierarchy of power and responsibility and the directions primarily flow from the top management to the lower levels of workers through its hierarchical ranks.</p>		
189/350	SUBMITTED TEXT	25 WORDS	94% MATCHING TEXT	25 WORDS
<p>Science: It may be described as a systematized body of knowledge pertaining to an act of study and contains some general truths explaining past events or phenomena.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Science may be described as a systematised body of knowledge pertaining to an act of study and contains some general truths explaining past events or phenomena.</p>		
190/350	SUBMITTED TEXT	20 WORDS	100% MATCHING TEXT	20 WORDS
<p>is a cooperative system in which people gather together and formally agree to combine their efforts for a common purpose. 6.8</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>is a cooperative system in which people gather together and formally agree to combine their efforts for a common purpose.</p>		
191/350	SUBMITTED TEXT	19 WORDS	90% MATCHING TEXT	19 WORDS
<p>involves the process of recruiting, training, developing, compensating and evaluating employees, and maintaining this workforce with proper incentives and motivations.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>involves the process of recruiting, training, developing, compensating and evaluating employees, and maintaining this work force with proper incentives and motivations.</p>		
192/350	SUBMITTED TEXT	15 WORDS	93% MATCHING TEXT	15 WORDS
<p>The test of managerial ability lies in coordinating various resources to achieve maximum combined productivity. 3.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>The test of managerial ability lies in coordinating the various resources and to achieve maximum combined productivity.</p>		
193/350	SUBMITTED TEXT	13 WORDS	88% MATCHING TEXT	13 WORDS
<p>The internal factors that affect planning include limited growth opportunities due to saturation</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>The internal factors that affect planning are limited growth opportunities due to saturation</p>		

194/350	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>A good organizational structure clearly defines channels of communication among the members of the organization. 7.</p>		<p>A good organizational structure clearly defines channels of communication among the members of the organization.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
195/350	SUBMITTED TEXT	18 WORDS	76% MATCHING TEXT	18 WORDS
<p>organizational goals and objectives. These functions are interrelated and interdependent so that a significant change in one function affects</p>				
<p>SA 181314 Independent study oct.pdf (D119109365)</p>				
196/350	SUBMITTED TEXT	18 WORDS	100% MATCHING TEXT	18 WORDS
<p>process eliminates ambiguity and confusion that can result when a person has to report to more than one superior. 6.9</p>		<p>process eliminates ambiguity and confusion that can result when a person has to report to more than one superior. 5.4.3</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
197/350	SUBMITTED TEXT	12 WORDS	83% MATCHING TEXT	12 WORDS
<p>Answers to 'Check Your Progress' Questions 7.6 Questions and Exercises 7.7 Further Reading 7.0 INTRODUCTION</p>		<p>Answers to 'Check Your Progress'; 12.8 Questions and Exercises; 12.9 Further Reading References INTRODUCTION</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
198/350	SUBMITTED TEXT	13 WORDS	76% MATCHING TEXT	13 WORDS
<p>and Gaebler's book, Reinventing Government: How the entrepreneurial spirit is transforming the public sector,</p>		<p>and T. Reinventing Government: How the Entrepreneurial Spirit Is Transforming the Public Sector.</p>		
<p>W https://scsr.pravo.unizg.hr/_download/repository/1-22.pdf</p>				
199/350	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>Reinventing Government: How the entrepreneurial spirit is transforming the public sector,</p>		<p>Reinventing Government. How the entrepreneurial spirit is transforming the public sector (</p>		
<p>W https://www.vincenzovignieri.com/old-public-administration-new-public-management-and-public-gover ...</p>				
200/350	SUBMITTED TEXT	12 WORDS	83% MATCHING TEXT	12 WORDS
<p>Answers to 'Check Your Progress' Questions 8.10 Questions and Exercises 8.11 Further Reading 8.0 INTRODUCTION</p>		<p>Answers to 'Check Your Progress'; 12.8 Questions and Exercises; 12.9 Further Reading References INTRODUCTION</p>		
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201/350	SUBMITTED TEXT	24 WORDS	98% MATCHING TEXT	24 WORDS
<p>DECISION-MAKING Decision-making and problem solving are core functions of management because they are an integral part of all other managerial functions such as planning, organizing,</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>DECISION-MAKING Decision-making and problem solving are a core functions of management because they are an integral part of all other managerial functions such as planning, organizing,</p>		
202/350	SUBMITTED TEXT	99 WORDS	96% MATCHING TEXT	99 WORDS
<p>directing and controlling. They are also an integral part of life because life cannot be managed without making decisions. We are always faced with situations where we have to make choices almost every day of our lives and making a choice out of many options constitutes a decision. This decision maybe a simple one such as, choosing clothes to wear, selecting food from a menu or deciding general activities for the day, or it may be a major decision such as changing a job or purchasing a house. Rational decision-making and problem solving may be used interchangeably since a problem has to exist and a decision</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>directing and controlling. They are also an integral part of life because life cannot be managed without making decisions. We are always faced with situations where we have to make choices almost every day of our lives and making a choice out of many constitutes a decision. This decision may be a simple one such as choosing clothes to wear, selecting food from a menu or deciding general activities for the day or it may be a major decision such as changing a job or purchasing a house. Rational decision-making and problem solving may be used interchangeably since a problem has to exist and a decision</p>		
203/350	SUBMITTED TEXT	16 WORDS	100% MATCHING TEXT	16 WORDS
<p>made to solve such a problem. While most decisions indeed involve a problem, some decisions are</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>made to solve such a problem. While most decisions indeed involve a problem, some decisions are</p>		
204/350	SUBMITTED TEXT	25 WORDS	100% MATCHING TEXT	25 WORDS
<p>routine and may not involve a problem. For example, decisions as to what to wear or which movie to see or whether to stay or go</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>routine and may not involve a problem. For example, decisions as to what to wear or which movie to see or whether to stay or go</p>		
205/350	SUBMITTED TEXT	46 WORDS	92% MATCHING TEXT	46 WORDS
<p>swimming are routine decisions and simple choices among available alternatives, requiring common sense and simple qualitative judgement. Problem solving, on the other hand, is a much more vigorous process which requires rational inquiry based upon unemotional reasoning, identifying the problem, generating feasible solutions for it, choosing the best solution from</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>swimming are routine decisions and simple choices among available alternatives requiring common sense and simple qualitative judgment. Problem solving, on the other hand, is a much more vigorous process which requires rational inquiry based on unemotional reasoning. It requires identifying the problem, generating feasible solutions for it, choosing the best solution from</p>		

206/350	SUBMITTED TEXT	50 WORDS	97% MATCHING TEXT	50 WORDS
<p>utility point of view and then applying this solution to see if it works efficiently and effectively. In general, while decision-making results in a choice from many alternative courses of action, problem solving results in resolving the disparities between the desired performance and the performance actually obtained. Decision-making is a complex mental exercise</p>		<p>utility point of view and then applying this solution to see if it works efficiently and effectively. In general, while decision making results in a choice from many alternative courses of action, problem solving results in resolving the disparities between the desired performance and the performance that is actually obtained. Decision-making really is a complex mental exercise.</p>		
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207/350	SUBMITTED TEXT	15 WORDS	81% MATCHING TEXT	15 WORDS
<p>OBJECTIVES After going through this unit, you will be able to: x Discuss the concept of</p>				
<p>SA MA 1st SEM PLM 403 AMU.docx (D142430249)</p>				
208/350	SUBMITTED TEXT	34 WORDS	98% MATCHING TEXT	34 WORDS
<p>help us solve some of these problems and we also learn some techniques and methodologies through the acquisition of knowledge and skills, which assist us in solving certain types of problems. These problems require decisions</p>		<p>help us solve some of these problems and we also learn some techniques and methodologies through the acquisition of knowledge and skills which assist us in solving certain types of problems. These problems which require decisions</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
209/350	SUBMITTED TEXT	14 WORDS	83% MATCHING TEXT	14 WORDS
<p>exist at personal, organizational and social levels. Individuals must make major decisions regarding their careers,</p>		<p>exist at the personal, organizational and at societal levels. Individuals must make major decisions regarding their careers,</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
210/350	SUBMITTED TEXT	39 WORDS	98% MATCHING TEXT	39 WORDS
<p>their marriage and family and other decisions, which have far-reaching personal implications. The organizational decisions involve problems relating to investments, products, marketing, location of production or service facilities, dealing with personnel problems, contributions towards community welfare and so on. Societies, in general,</p>		<p>their careers, marriage and family and other decisions which have far-reaching personal implications. The organizational decisions involve problems relating to investments, products, marketing, location of production or service facilities, dealing with personnel problems, contributions towards community welfare and so on. Societies, general,</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

211/350	SUBMITTED TEXT	244 WORDS	97% MATCHING TEXT	244 WORDS
	<p>a solution. From an organizational point of view, the decision-making process is such an integral and important part of management that some thinkers propose that management is simply a decision-making process. They call it the 'decision theory school of management'. The basic emphasis of this school is not on people or environmental variables influencing the management behaviour but on the process of decision-making and the theory that all management thought could be built around it. According to Simon: 'A theory of administration should be concerned with the process of decision as well as with the process of action.' Even if the decision-making is not the only skill required for effective management, it cannot be denied that in fact it is an essential and highly important skill. This skill is actively utilised in all other functions of management such as planning, organizing, directing and controlling. 'Hence, decision-making is widely acknowledged as the centre of executive activity in business and industry and is considered as the major criterion for the evaluation of an executive's administrative performance.' Defining a problem Since a problem must exist in order to make a decision for solving it, we must know what the problem is so that we can identify it when it shows up. Being aware of the problem is the first prerequisite for finding a solution. The Webster's Dictionary defines a problem as, 'a question raised for inquiry, consideration or solution.' While this definition is not complete or self-explanatory in itself, a problem seems to exist when the symptoms of the outcome of an activity do not seem to be conforming</p>		<p>a From organizational point of view, the decision-making process is such an integral and important part of management that some management thinkers propose that management is simply a decision-making process. They call it the 'decision theory school of management.' The basic emphasis of this school is not on people or environmental variables influencing the management behaviour but on the process of decision-making and the theory that all management thought can be built around it. According to Simon: 'A theory of administration should be concerned with the process of decision as well as with the process of action. Even if the decision making is not the only skill required for effective management, it cannot be denied that in fact it is an essential and highly important skill. This skill is actively utilized in all other functions of management such as planning, organizing, directing and controlling. Hence, decision-making is widely acknowledged as the centre of executive activity in business and industry and is considered as the major criterion for the evaluation of an executive's administrative performance.' 4.8 DEFINING A PROBLEM Since a problem must exist in order to make a decision in solving it, we must know what the problem is so that we can identify it when it shows up. Being aware of the problem is the first prerequisite for finding a solution. The Webster's Dictionary defines a problem as, 'a question raised for inquiry, consideration or solution.' While this definition is not complete or self-explanatory in itself, a problem seems to exist when the symptoms of the outcome of an activity do not seem to be conforming</p>	
	SA Principles of Management.pdf (D165734071)			

212/350	SUBMITTED TEXT	57 WORDS	94% MATCHING TEXT	57 WORDS
	<p>the expected outcome of the same activity as planned. For example, you are going to your office in the car and on the way, you get a flat tyre, then you have a problem since you did not expect this to happen. Similarly, if someone becomes ill, then this is a deviation from the norm of healthy living and</p>		<p>the expected outcome of the same activity as planned. For example, if you are going to your office in the car and on the way you get a flat tire, then you have a problem since you did not expect this to happen. Similarly, if someone falls ill, then this is a deviation from the norm of healthy living and</p>	
	SA Principles of Management.pdf (D165734071)			

213/350	SUBMITTED TEXT	13 WORDS	96% MATCHING TEXT	13 WORDS
	<p>the sick person would seek solution to the problem by going to the doctor.</p>		<p>The sick person would seek a solution to the problem by going to the doctor. 4.9</p>	
	SA Principles of Management.pdf (D165734071)			

214/350	SUBMITTED TEXT	72 WORDS	88% MATCHING TEXT	72 WORDS
<p>Problem pointers First of all, how do we determine that there is a problem? Even if we know that there is a problem, how do we determine the extent and the seriousness of the problem? According to Miller and Starr, there are certain characteristics that are attributes of problems. One of the major characteristics of the problem is the existence of a deviation between what was expected under a given set of conditions and what actually happened.</p>		<p>Problem Pointers First of all, how do we determine that there is a problem? Even if we know that there is a problem, how do we determine the extent and the seriousness of it? According to Miller and Starr, there are certain are attributes of problems. One of the major characteristics of a problem is the existence of deviation between what was expected under a given set of conditions and what actually happened.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
215/350	SUBMITTED TEXT	23 WORDS	90% MATCHING TEXT	23 WORDS
<p>Self-Instructional Material Before solutions can be found, the problems must be thoroughly and correctly diagnosed and the decisions concerning solutions to the problems must</p>		<p>Self-Instructional Material 59 Planning and Decision-Making NOTES Before solutions can be found, the problems must be thoroughly and correctly diagnosed and the decisions concerning solutions to the problems must</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
216/350	SUBMITTED TEXT	17 WORDS	100% MATCHING TEXT	17 WORDS
<p>surface symptoms. For example, a doctor prescribing a medicine for a headache as a symptom without looking into</p>		<p>surface symptoms. For example, a doctor prescribing a medicine for a headache as a symptom without looking into</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
217/350	SUBMITTED TEXT	28 WORDS	100% MATCHING TEXT	28 WORDS
<p>temporary relief and not really 'solve' the problem. Accordingly, in properly defining a problem, we must ask some critical questions relating to it. Some of these critical questions may be:</p>		<p>temporary relief and not really 'solve' the problem. Accordingly, in properly defining a problem, we must ask some critical questions relating to it. Some of these critical questions may be: —</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
218/350	SUBMITTED TEXT	16 WORDS	91% MATCHING TEXT	16 WORDS
<p>How quickly has this deviation been observed? x What are the critical factors relating to the problem?</p>		<p>How quickly has this deviation been observed? — What are the critical factors relating to the problem? —</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
219/350	SUBMITTED TEXT	29 WORDS	90% MATCHING TEXT	29 WORDS
<p>Why do we want to solve this problem and when? x Would the cost of solving the problem be justified? x Who should solve the problem and what particular method</p>		<p>Why do we want to solve this problem and when? — Would the cost of solving the problem be justified? — Who should solve the problem and what particular method</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

220/350	SUBMITTED TEXT	81 WORDS	98% MATCHING TEXT	81 WORDS
<p>chosen to solve the problem? These initial questions would indicate the extent of the problem so that we can become fully aware of it and grasp its significance. It is very important that the problem be diagnosed as early and correctly as possible. For example, cancer, when detected in earlier stages, may be cured, but in advanced stages it can be fatal. The early awareness of the problem is the first prerequisite for dealing with it. However, sometimes we may not even know that there is a problem</p>		<p>chosen to solve the problem? These initial questions would indicate the extent of the problem so that one can become fully aware of it and grasp its significance. It is very important that the problem be diagnosed as early and correctly as possible. For example, cancer when detected in earlier stages may be cured, but in advanced stages it can be fatal. The early awareness of the problem is the first prerequisite for dealing with it. However, sometimes we may not even know that there is a problem</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

221/350	SUBMITTED TEXT	194 WORDS	96% MATCHING TEXT	194 WORDS
<p>that he has it until in its advanced stage. At other times, we may be aware of the problem but may not consider it serious enough to find a solution until it becomes a crisis. Some problems may hit us when their severity can no longer be ignored. For example, too many lives lost in car collisions may require legislation about seat belts in cars in order to solve the problem of death and injury in car accidents. Similarly, the destruction brought about by typhoons and hurricanes may indicate the problem of inadequate early warning systems. Another problem pointer is a built-in signal in the process of operations so that whenever there is a deviation from expected outcome, it gives out a signal. For example, the Internal Revenue Service computer will create and send a signal to alert an administrator if some tax deductions are excessive in a given tax form so that some action can be taken. Similarly, our organizational accounting system can be set up in such a manner that any changes in the cash flow or demand, increase in the cost per unit produced, excessive and delayed state of accounts receivables, excessive inventories at hand and so on will attract the manager's attention quickly for</p>		<p>that he has it is in the advanced stage. At other times, we may be aware of the problem but may not consider it serious enough to find a solution until it becomes a crisis. Some problems may hit us when their severity can no longer be ignored. For example, too many lives lost in car collisions may require a legislation about using seat-belts in cars in order to solve the problem of death and injury in car accidents. Similarly, the destruction brought about by typhoons and hurricanes may indicate the problem of inadequate early warning systems. Another problem pointer is a built-in signal in the process of operations so that whenever there is a deviation from an expected outcome, it gives a signal. For example, the Internal Revenue Service computer will create and send a signal to alert an administrator if some tax deductions are excessive in a given tax form so that some action can be taken. Similarly, our organizational accounting system can be set up in such a manner that any changes in the cash flow or demand, increase in the cost per unit produced, excessive and delayed state of accounts receivables, excessive inventories at hand and so on will attract the manager's attention for</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

222/350	SUBMITTED TEXT	28 WORDS	100% MATCHING TEXT	28 WORDS
<p>appropriate action. Some problems are pointed out by third parties such as a user of a product or a consumer representative group. The problem of toxic wastes almost became</p>		<p>appropriate action. Some problems are pointed out by third parties such as a user of a product or a consumer representative group. The problem of toxic wastes almost became</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

223/350	SUBMITTED TEXT	83 WORDS	100% MATCHING TEXT	83 WORDS
<p>a crisis when various consumer groups started pointing out the problem of the community health to the government agencies. Poloroid instant camera came into existence because of a 'consumer complaint,' when the consumer happened to be the daughter of the instant camera inventor, who wanted to look at the pictures taken right away. Thus, if a product is faulty, it can be brought to the attention of the manufacturer. The Federal Safety Commission and Food and Drug Administration in America test products to see if they conform to</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>a crisis when various consumer groups started pointing out the problem of the community health to the government agencies. Poloroid instant camera came into existence because of a 'consumer complaint,' when the consumer happened to be the daughter of the instant camera inventor, who wanted to look at the pictures taken right away. Thus, if a product is faulty, it can be brought to the attention of the manufacturer. The Federal Safety Commission and Food and Drug Administration in America test products to see if they conform to</p>		
224/350	SUBMITTED TEXT	13 WORDS	100% MATCHING TEXT	13 WORDS
<p>prescribed standards. If they do not, then there is a problem for which</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>prescribed standards. If they do not, then there is a problem for which</p>		
225/350	SUBMITTED TEXT	41 WORDS	95% MATCHING TEXT	41 WORDS
<p>solution must be found. There are some problems that come to surface due to sheer idle curiosity. The problem may not be a real one but may be considered a problem if solving it leads to better outcomes. Such a problem is not really</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>solution must be found. There are some problems that come to the surface due to sheer curiosity. The problem may not be a real one but may be considered a problem if solving it leads to better outcomes. Such a problem is not really</p>		
226/350	SUBMITTED TEXT	20 WORDS	97% MATCHING TEXT	20 WORDS
<p>deviation between what is happening and what is expected, but a deviation between what is happening and what is actually achievable. For</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>deviation between what is happening and what is expected, but a deviation between what is actually happening and what is actually achievable. For</p>		
227/350	SUBMITTED TEXT	75 WORDS	100% MATCHING TEXT	75 WORDS
<p>productivity improved tremendously so that there was really no problem in production except that the situation was made into a problem by asking, 'Can we do it better?' Based upon this premise, some organizations are continuously involved in finding problems with existing methods in order to improve upon them. In general, a problem exists whenever there is a difference between an actual situation and the desired situation. For example, if the total number of incoming students into a college suddenly</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>productivity improved tremendously so that there was really no problem in production except that the situation was made into a problem by asking, "Can we do it better?" Based upon this premise, some organizations are continuously involved in finding problems with existing methods in order to improve upon them. In general, a problem exists whenever there is a difference between an actual situation and the desired situation. For example, if the total number of incoming students into a college suddenly</p>		

228/350	SUBMITTED TEXT	85 WORDS	96% MATCHING TEXT	85 WORDS
<p>would pose a problem requiring administrative attention and solution. Factors Affecting Decision Making Some of the factors and personal characteristics that have an impact on the decision makers are described below. Some factors are more important at higher levels of management and others are more important at lower levels. x Programmed versus non-programmed decisions: As discussed earlier in the types of problems that managers face, programmed decisions are made in predictable circumstances and managers have clear parameters and criteria. Problems are well structured and alternatives are well defined. The problems are solved and</p>		<p>would pose a problem requiring administrative attention and solution. 4.10 FACTORS AFFECTING DECISION-MAKING Some of the factors and personal characteristics that have an impact on the decision maker are described below. Some factors are more important at higher levels of management and others are more important at lower levels. 4.10.1 Programmed versus Non-programmed Decisions As discussed earlier in the types of problems that managers face, programmed decisions are made in predictable circumstances and managers have clear parameters and criteria. Problems are well-structured and alternatives are well defined. The problems are solved and</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

229/350	SUBMITTED TEXT	90 WORDS	100% MATCHING TEXT	90 WORDS
<p>implemented through established policy directives, rules and procedures. Non-programmed decisions are made in unique circumstances and the results of such decisions are often unpredictable. Managers face ill-structured problems. These problems require a custom-made response and are usually handled by the top management. To start a new business, to merge with another business or to close a plant are all examples of non-programmed decisions. For example, when Steven Jobs and Stephen Wozniak introduced the first Apple microcomputer in 1978, they were not certain about the market for it. Today, Apple Macintosh computer is a major competitor to IBM computers.</p>		<p>implemented through established policy directives, rules and procedures. Non-programmed decisions are made in unique circumstances and the results of such decisions are often unpredictable. Managers face ill-structured problems. These problems require a custom-made response and are usually handled by the top management. To start a new business, to merge with another business or to close a plant are all examples of non- programmed decisions. For example, when Steven Jobs and Stephen Wozniak introduced the first Apple microcomputer in 1978, they were not certain about the market for it. Today, Apple Macintosh computer is a major competitor to IBM computers. 4.10.2</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

230/350	SUBMITTED TEXT	66 WORDS	97% MATCHING TEXT	66 WORDS
<p>Information inputs: It is very important to have adequate and accurate information about the situation for decision-making, otherwise the quality of the decision will suffer. It must be recognised, however, that an individual has certain mental constraints, which limit the amount of information that he can adequately handle. Less information is as dangerous as too much information. Some highly authoritative individuals do make decisions on the basis of comparatively less information</p>		<p>Information Inputs It is very important to have adequate and accurate information about the situation for decision making, otherwise the quality of the decision will suffer. It must be recognized, however that an individual has certain mental constraints which limit the amount of information that he can adequately handle. Less information is as dangerous as too much information. Some risk takers and highly authoritative individuals do make decisions on the basis of comparatively less information</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

231/350	SUBMITTED TEXT	42 WORDS	94% MATCHING TEXT	42 WORDS
<p>Prejudice: Prejudice and bias is introduced in our decisions by our perceptual processes and may cause us to make ineffective decisions. First, perception is highly selective, which means that we only accept what we want to accept and hence only such type of information</p>		<p>Prejudice Prejudice and bias is introduced in our decisions by our perceptual processes and may cause us to make ineffective decisions. First of all, perception is highly selective, which means that we only accept what we want to accept and hence our senses filter only type of information.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
232/350	SUBMITTED TEXT	45 WORDS	95% MATCHING TEXT	45 WORDS
<p>perception is highly subjective, meaning that information gets distorted in order to be consistent with our pre-established beliefs, attitudes and values. For example, a preconceived idea that a given person or an organization is honest or deceptive, good or poor source of information, late or prompt on delivery,</p>		<p>perception is highly subjective, which means that information gets distorted in order to be consistent with our pre-established beliefs, attitudes and values. For example, a preconceived idea that a given person or an organization is honest or deceptive, good or poor source of information, late or prompt on delivery,</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
233/350	SUBMITTED TEXT	22 WORDS	91% MATCHING TEXT	22 WORDS
<p>on, can have a considerable effect on the objective ability of the decision maker and the quality of the decision. x Cognitive constraints:</p>		<p>on delivery, can have a considerable effect on the objective ability of the decision maker and the quality of the decision. 4.10.4 Cognitive Constraints</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
234/350	SUBMITTED TEXT	46 WORDS	78% MATCHING TEXT	46 WORDS
<p>human brain, which is the source of thinking, creativity and decision-making, is limited in capacity in a number of ways. For example, except for some unique circumstances, our memory is short term, having the capacity of only a few ideas, words and symbols. Also, we cannot perform more than</p>		<p>human brain, which is the source of all thinking, creativity and thus decision-making, is limited in capacity in a number of ways. For example, except in unique circumstances, Self-Instructional Material 61 Planning and Decision-Making NOTES our memory is short-term with the capacity of only a few ideas, words and symbols. Secondly, we cannot perform more than</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

235/350	SUBMITTED TEXT	82 WORDS	96% MATCHING TEXT	82 WORDS
<p>choice. Finally psychologically, we are always uncomfortable with making decisions. We are never really sure if our choice of the alternative was correct and optimal until the impact of the implication of the decision has been felt. This makes us feel insecure. x Attitudes about risk and uncertainty: These attitudes are developed in a person, partly due to certain personal characteristics and partly due to organizational characteristics. If the organizational policy is such that it penalises losses more than it rewards gains, then the decision maker would tend to avoid</p>		<p>choice. Finally psychologically, we are always uncomfortable with making decisions. We are never really sure if our choice of the alternative was correct and optimal until the impact of the implication of the decision has been felt. This makes us feel very Attitudes about Risk and Uncertainty These attitudes are developed in a person, partly due to certain personal characteristics and partly due to organizational characteristics. If the organizational policy is such that it penalizes losses more than it rewards gains, then the decision maker would tend to avoid</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

236/350	SUBMITTED TEXT	91 WORDS	93% MATCHING TEXT	91 WORDS
<p>alternatives that have some chances of failure. Thus a manager may avoid a potentially good opportunity if there is a slight chance of a loss. The personal characteristics of a decision maker regarding his attitudes towards risk taking affect the success of the decision. The risk- taking attitude is influenced by the following variables: (a) Intelligence of the decision-maker: Higher intelligence generally results in highly conservative attitudes and highly conservative decision makers take low risks. There are others who are more willing to take calculated risks if the potential rewards are larger and there is some chance of success.</p>		<p>alternatives that have some chances of failure. Thus a manager may avoid a potentially good opportunity if there is a slight chance of a loss. The personal characteristics of a decision maker regarding his attitudes towards risk-taking affects the success of the decision. The risk-taking attitude is influenced by the following variables. (a) Intelligence of the decision maker. Higher intelligence generally results in highly conservative attitudes and highly conservative decision makers are low-takers. There are others who are more willing to take calculated risks if the potential rewards are large and there is some chance of success. (</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

237/350	SUBMITTED TEXT	108 WORDS	98% MATCHING TEXT	108 WORDS
<p>b) Expectation of the decision-maker: People with high expectations are generally highly optimistic in nature and are willing to make decisions even with less information. The decision makers with low expectations of success will require more and more information to decide upon a course of action. (c) Time constraints: As the complexity of the personal habits of the decision maker and the complexity of the decision variables increase, so does the time required to make a rational decision. Even though there are certain individuals who work best under time pressures and may outperform others under severe time constraints, most people, require time to gather all the available information for evaluation purposes. However, most people under time pressure rely</p>		<p>b) of the decision maker. People with high expectations are generally highly optimistic in nature and are willing to make decisions even with less information. The decision makers with low expectations of success will require more and more information to decide upon a course of action. (c) Time constraints. As the complexity of the personal habits of the decision maker and the complexity of the decision variables increase, so does the time required to make a rational decision. Even though there are certain individuals who work best under time pressures and may outperform others under severe time constraints, most people, require time to gather all the available information for evaluation purposes. However, most people under time constraints rely</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

238/350	SUBMITTED TEXT	80 WORDS	MATCHING TEXT	80 WORDS
	<p>Personal habits: Personal habits of the decision-maker, formed through social environmental influences and personal perceptual processes must be studied in order to predict his decision-making style. Some people stick to their decisions even when these decisions are not optimal. For example, Hitler found himself bound by his own decisions. Once he decided to attack Russia, there was no going back even when he realized that the decision was not the right one. Some people cannot admit that they were wrong and they continue with their decisions</p>		<p>95% Personal Habits Personal habits of the decision maker, formed through social environmental influences and personal perceptual processes must be studied in order to predict his/her decision-making style. Some people stick to their decisions even when these decisions are not optimal. For example, Hitler found himself bound by his own decisions. Once he decided to attack Russia, there was no going back even when it realized that the decision was not the right one. Some people cannot admit that they are wrong and they continue with their decisions,</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

239/350	SUBMITTED TEXT	115 WORDS	94% MATCHING TEXT	115 WORDS
	<p>ignoring evidence which indicates that a change is necessary. Some decision-makers shift the blame for failure on outside factors rather than their own mistakes. These personal habits have great impact on organizational operations and effectiveness. x Social and cultural influences: The social and group norms exert considerable influence on the style of the decision-maker. Ebert and Mitchell define a social norm to be 'an evaluating scale designating an acceptable latitude and an objectionable latitude for behaviour activity, events, beliefs or any object of concern to members of a social unit. In other words, social norm is the standard and accepted way of making judgements.' Similarly, cultural upbringing and various cultural dimensions have a profound impact on the decision-making style of an individual. For example, in</p>		<p>ignoring evidence which indicates that a change is necessary. Some decision makers shift the blame for failure on outside factors rather than their own mistakes. These personal habits have great impact on organizational operations and effectiveness. 4.10.7 Social and Cultural Influences The social and group norms exert considerable influence on the style of the decision maker. Ebert and Mitchell define a social norm to be 'an evaluating scale designating an acceptable 62 Self-Instructional Material Planning and Decision-Making NOTES latitude and an objectionable latitude for behaviour activity, events, beliefs or any object of concern to members of a social unit. In other words social norm is the standard and accepted way of making judgments.' Similarly, cultural upbringing and various cultural dimensions have a profound impact on the decision-making style of an individual. For example, in</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

240/350	SUBMITTED TEXT	50 WORDS	100% MATCHING TEXT	50 WORDS
	<p>Japanese organizational system, a decision maker arrives at a decision in consensus with others. This style is culturally oriented and makes implementation of the decision much easier since everybody participates in the decision-making process. In America, on the contrary, the decision-making style is generally individualistic with the help of decision models and quantitative techniques.</p>		<p>Japanese organizational system, a decision maker arrives at a decision in consensus with others. This style is culturally oriented and makes implementation of the decision much easier since everybody participates in the decision-making process. In America, on the contrary the decision-making style is generally individualistic with the help of decision models and quantitative techniques. 4.11</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

241/350	SUBMITTED TEXT	39 WORDS	100% MATCHING TEXT	39 WORDS
<p>Steps in Decision-Making All decisions involve a series of sequential steps that lead to a particular result. These steps are generally followed to make systematic, objective, analytical and unemotional decisions and some management scholars have called this process a 'rational decision-making process.'</p>		<p>STEPS IN DECISION-MAKING All decisions involve a series of sequential steps that lead to a particular result. These steps are generally followed to make systematic, objective, analytical and unemotional decisions and some management scholars have called this process a "rational decision-making process".</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
242/350	SUBMITTED TEXT	63 WORDS	95% MATCHING TEXT	63 WORDS
<p>This deviation could develop either because the performance slips when the goals remain constant or because the goals change and the performance remain constant. A problem once isolated, must be defined and formulated. A written problem statement should be developed, describing as specifically as possible the nature and the extent of the symptoms and when and where they occurred and what the underlying causes are thought to be. 2.</p>		<p>This deviation could develop either because the performance slips when the goals remain constant or because the goals change and the performance remains constant. A problem once isolated, must be defined and formulated. A written problem statement should be developed, describing as specifically as possible the nature and the extent of the symptoms of the problem and when and where they occurred and what the underlying causes are thought to be.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
243/350	SUBMITTED TEXT	65 WORDS	100% MATCHING TEXT	65 WORDS
<p>In searching for alternatives, some of the resources that can be drawn upon are: the past experience of the decision maker to look for similarities with the problems and solutions in the past, drawing on the experience of other experts both within and outside the organization, and the responses of the people who would be affected by the decision. 3. Evaluation of alternatives and selecting a course of action:</p>		<p>In searching for alternatives, some of the resources that can be drawn upon are: the past experience of the decision maker to look for similarities with the problems and solutions in the past, drawing on the experience of other experts both within and outside the organization and the responses of the people who would be affected by the decision. 4.11.3 Evaluation of Alternatives and Selecting a Course of Action</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
244/350	SUBMITTED TEXT	80 WORDS	89% MATCHING TEXT	80 WORDS
<p>Finding the optimal choice requires the consideration of the possible impact of all Administrative Behaviour NOTES Self-Instructional Material 169 alternatives in such a manner so that the chosen course of action will not only meet the requirements of the objectives but also eliminate the root cause of the problem. Some of the criteria against which the alternatives are to be measured are quantitative in nature such as return on investment, market share or net profits. Some other criteria are qualitative in nature such as consumer attitude, employee morale,</p>		<p>Finding the optimal choice requires the consideration of the possible impact of all alternatives in such a manner so that the chosen course of action will not only meet the requirements of the objectives but also eliminate the root cause of the problem. Some of the criteria against which the alternatives are to be measured are quantitative in nature such as return on investment, market share or net profits. Some other criteria are qualitative in nature such as consumer attitude, employee morale,</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

245/350	SUBMITTED TEXT	23 WORDS	100% MATCHING TEXT	23 WORDS
<p>ethics of the organizational mission and so on. The bottom line in any decision criterion is the benefit derived from it in financial terms. 4.</p>		<p>ethics of the organizational mission and so on. The bottom line in any decision criterion is the benefit derived from it in financial terms.</p>		
SA Principles of Management.pdf (D165734071)				

246/350	SUBMITTED TEXT	53 WORDS	94% MATCHING TEXT	53 WORDS
<p>The process of implementation starts with assigning responsibilities to persons who will be involved in carrying out the decision. The possibility of any resistance to changes should be examined, especially if it affects or conflicts with personal values and personalities and group norms or group objectives, if the decision has to be carried out by a group. 5.</p>		<p>The process of implementation starts with assigning responsibilities to persons who will be involved in carrying out the decision. The possibility of any resistance to change should be examined, specially if it affects or conflicts with personal values and personalities and group norms or group objectives, if the decision has to be carried out by a group.</p>		
SA Principles of Management.pdf (D165734071)				

247/350	SUBMITTED TEXT	75 WORDS	100% MATCHING TEXT	75 WORDS
<p>Monitoring feedback: Feedback provides the means of determining the effectiveness of the implemented decision. If possible, a mechanism should be built into the process, which would give periodic reports on the success of the implementation. In addition, the mechanism should also serve as an instrument of 'preventive maintenance' so that the problems can be prevented before they occur. In many situations, computers are very successfully used in monitoring, since the information retrieval process is very fast and accurate and in some instances,</p>		<p>Monitoring Feedback Feedback provides the means of determining the effectiveness of the implemented decision. If possible, a mechanism should be built into the process which would give periodic reports on the success of the implementation. In addition, the mechanism should also serve as an instrument of 'preventive maintenance' so that the problems can be prevented before they occur. In many situations, computers are very successfully used in monitoring since the information retrieval process is very fast and accurate and in some instances,</p>		
SA Principles of Management.pdf (D165734071)				

248/350	SUBMITTED TEXT	150 WORDS	100% MATCHING TEXT	150 WORDS
	<p>self-correcting is instantaneous. Monitoring the decision is necessary and useful irrespective of whether the feedback is positive or negative. Positive feedback reaffirms the correctness of the decision and the process. Negative feedback indicates either that the implementation requires more time, resources, efforts or planning than originally thought or that the decision was a poor one and needs to be re- examined. Rational Decision-Making Rational decision-making simply involves following the steps mentioned earlier without any biases introduced into the process at any step. The rational approach to decision-making was devised to assist managers in making objective decisions rather than decisions based on intuition and experience alone. A rational decision maker must establish the reliability of the information received and must be free from perceptual biases. Perceptual biases are introduced when a decision-maker has the tendency to filter out information that might be considered threatening to his self-image or his security. An intuitive decision-maker may also have motivational biases that would affect the quality of the decision.</p>		<p>self-correcting is instantaneous. Monitoring the decision is necessary and useful irrespective of whether the feedback is positive or negative. Positive feedback reaffirms the correctness of the decision and the process. Negative feedback indicates either that the implementation requires more time, resources, efforts or planning than originally thought or that the decision was a poor one and needs to be re-examined. 4.12 RATIONAL DECISION-MAKING Rational decision-making simply involves following the steps mentioned earlier without any biases introduced into the process at any step. The rational approach to decision-making was devised to assist managers in making objective decisions rather than decisions based on intuition and experience alone. A rational decision maker must establish the reliability of the information received and must be free from perceptual biases. Perceptual biases are introduced when a decision maker has the tendency to filter out information that might be considered threatening to his self-image or his security. An intuitive decision maker may also have motivational biases that would affect the quality of the decision.</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

249/350	SUBMITTED TEXT	23 WORDS	98% MATCHING TEXT	23 WORDS
	<p>While some decisions made by managers on the basis of past experiences have turned out to be excellent, the tendency is towards rational decision-making</p>		<p>While some decisions made by managers on the basis of past experiences have turned out to be excellent decisions, the tendency is towards rational decision-making</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

250/350	SUBMITTED TEXT	255 WORDS	98% MATCHING TEXT	255 WORDS
	<p>fewer chances of making mistakes in the process. The rational decision-maker goes through the five steps mentioned earlier very carefully and makes certain that all relevant aspects of the problem as well as the solution have been looked into. This is important because as human beings we have limited capacity to absorb information and have ability to deal with no more than five or six variables at a time. This concept is known as Bounded Rationality. The attempt to be rational is bounded by the enormous complexity of many problems. In today's environment decisions must be sometimes made very quickly. They may have limited time, limited information and may have to deal with multidimensional complex issues. The bounded rationality perspective is often associated with intuitive judgements. It does not mean that the intuitive decisions are not rational, but it means that the manager may not have the resources of time to look at all aspects of the problem or all possible alternatives. He may not look for optimal decisions but satisfactory decisions. For example, a decision concerning a new plant location in the United States could involve the analysis of literally hundreds of possible sites. The manager may decide to look at three or four feasible locations rather than trying to find an optimal location. Selection of one of these locations may be satisfactory to him. A decision-maker's choices are subject to many constraints, both internal as well as external. The internal constraints include the decision-maker's intelligence, personality, training and experience, attitudes and motivation. The external constraints include the pressures put on by other members of the organization as well as groups outside it. Accordingly, a decision-</p>		<p>fewer chances of making mistakes in the process. The rational decision maker goes through the five steps mentioned earlier very carefully and makes certain that all relevant aspects of the problem as well as the solution have been looked into. This is important because as human beings we have limited capacity to absorb information and have ability to deal with no more than five or six variables at a time. This concept is known as bounded rationality. The attempt to be rational is bounded by the enormous complexity of many problems. In today's environment decisions must be sometimes made very quickly. They may have limited time, limited information and may have to deal with multidimensional complex issues. The bounded rationality perspective is often associated with intuitive judgments. It does not mean that the intuitive decisions are not rational, but it does mean that the manager may not have the resources of time to look at all aspects of the problem or all possible alternatives. He may not look for optimal decisions but satisfactory decisions. For example, a decision concerning a new plant location in the United States could involve the analysis of literally hundreds of possible sites. The manager may decide to look at three or four feasible locations rather than trying to find an optimal location. Selection of one of these locations may be satisfactory to him. A decision maker's choices are subject to many constraints, both internal as well as external. The internal constraints include the decision maker's intelligence, personality, training and experience, attitudes and motivation. The external constraints include the pressures put on by other members of the organization as well as groups outside it. Accordingly a decision</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

251/350	SUBMITTED TEXT	19 WORDS	100% MATCHING TEXT	19 WORDS
	<p>maker might have to balance the quality of the decision with time and money needed as well as his personal characteristics.</p>		<p>maker might have to balance the quality of the decision with time and money needed as well as his personal characteristics. 4.13</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

252/350	SUBMITTED TEXT	12 WORDS	100% MATCHING TEXT	12 WORDS
	<p>These are generally 'one-shot' occurrences, for which standard responses are not</p>		<p>These are generally 'one-shot' occurrences for which standard responses are not</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

253/350	SUBMITTED TEXT	24 WORDS	94% MATCHING TEXT	24 WORDS
<p>available and hence require a creative process of problem solving which is specifically tailored to meet the requirements of the situation at hand. Some such</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>available and hence require a creative process of problem solving which is specifically tailored to meet the requirements of the situation at hand. Such</p>		
254/350	SUBMITTED TEXT	18 WORDS	100% MATCHING TEXT	18 WORDS
<p>be defined as the art of influencing and inspiring subordinates to perform their duties willingly, competently and enthusiastically</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>be defined as the art of influencing and inspiring subordinates to perform their duties willingly, competently and enthusiastically</p>		
255/350	SUBMITTED TEXT	13 WORDS	100% MATCHING TEXT	13 WORDS
<p>A dictatorship under which the subordinates have to perform, would not be considered</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>A dictatorship under which the subordinates have to perform, would not be considered</p>		
256/350	SUBMITTED TEXT	31 WORDS	86% MATCHING TEXT	31 WORDS
<p>Generally speaking, leaders are known to possess energy, intelligence, self- confidence, patience, maturity and a charismatic appearance and attitude. Whether these characteristics are inherited or learned is still a subject of debate. Which</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Generally speaking, leaders are known to possess energy, intelligence, self-confidence, patience, maturity and a charismatic appearance and outlook. Whether these characteristics are learned or inherited is still a subject of debate. Which</p>		
257/350	SUBMITTED TEXT	34 WORDS	93% MATCHING TEXT	34 WORDS
<p>of these characteristics are important and necessary for leadership is not explainable. Many of these traits are also exhibited by followers and it is not explained as to why followers could not become leaders. Leaders are</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>of these characteristics are important and necessary for leadership is not explainable. Many of these traits are also exhibited by followers and it is not explained as to why these followers could not become leaders. All leaders are</p>		
258/350	SUBMITTED TEXT	16 WORDS	73% MATCHING TEXT	16 WORDS
<p>the effectiveness of the leader's behaviour is contingent upon the demands imposed by the given situation.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>The effectiveness of leader behaviour is contingent upon the demands imposed by the situation.</p>		
259/350	SUBMITTED TEXT	16 WORDS	79% MATCHING TEXT	16 WORDS
<p>s ability to handle a given situation and is based upon his skill in that particular area.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>s ability to handle a given situation and is based on the his skill in that given area.</p>		

260/350	SUBMITTED TEXT	26 WORDS	94% MATCHING TEXT	26 WORDS
<p>the maturity of the subordinates can be defined as their ability and willingness to take responsibility for direction their own behaviour in relation to a given task.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>The 'maturity' of the subordinates can be defined as their ability and willingness to take responsibility for directing their own behaviour in relation to a given task.</p>		
261/350	SUBMITTED TEXT	13 WORDS	100% MATCHING TEXT	13 WORDS
<p>A leader has certain inherent qualities and traits which assist him in</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>A leader has certain inherent qualities and traits which assist him in</p>		
262/350	SUBMITTED TEXT	42 WORDS	81% MATCHING TEXT	42 WORDS
<p>energy, drive, presentable appearance, a sense of cooperativeness, enthusiasm, initiative, intelligence, judgment, self-confidence, sociability, tact and diplomacy, moral courage and integrity, will power, flexibility, emotional stability and knowledge of human relations. These traits are not universal in nature, nor do all the leaders have all these traits.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Energy, drive 2. Appearance, presentability 3. A sense of cooperation 4. Enthusiasm 5. Personality – height and weight 6. Initiative 7. Intelligence 8. Judgment 9. Self-confidence 10. Sociability 11. Tact and diplomacy 12. Moral courage and integrity 13. Will power and flexibility 14. Emotional stability 15. Knowledge of human relations These traits are not universal in nature, nor do all the leaders have all these traits.</p>		
263/350	SUBMITTED TEXT	45 WORDS	94% MATCHING TEXT	45 WORDS
<p>all these traits work all the time. While some of these characteristics differentiate successful managers and leaders from unsuccessful ones, it is the behaviour of the leaders, either as a result of these characteristics or otherwise, which is more tangible and obvious and less abstract in nature.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>all these traits work all the time. While some of these characteristics help in differentiating successful managers and leaders from unsuccessful ones, it is the behaviour of the leaders, either as a result of these characteristics or otherwise, which is more tangible and obvious and less abstract in nature.</p>		

264/350	SUBMITTED TEXT	160 WORDS	MATCHING TEXT	160 WORDS
	<p>leadership styles can be classified according to the philosophy of the leaders. What the leader does determines how well he leads. A style of leadership is a 'relatively enduring set of behaviours which is a characteristic of the individuals, regardless of the situation.' Some of the more significant leadership styles are discussed as follows: Autocratic or Dictatorial Leadership</p> <p>Autocratic leaders keep the decision-making authority and control in their own hands and assume full responsibility for all actions. Also, they structure the entire work situation in their own way and expect the workers to follow their orders and tolerate no deviation from their orders. The subordinates are required to implement instructions of their leaders without question. They are entirely dependent on their leader and the output suffers in the absence of the leader. The autocratic leadership style ranges from tough and highly dictatorial to paternalistic, depending upon whether the leader's motivational approach is threat and punishment or appreciation and rewards. In highly autocratic situations, the subordinates develop a sense of insecurity, frustration, low morale and</p>		<p>97% Leadership styles can be classified according to the philosophy of the leaders. What the leader does determines how well he leads. A style of leadership is a 'relatively enduring set of behaviours which is a characteristic of the individual, regardless of the situation.' Some of the more significant leadership styles are discussed below: 9.5.1 Autocratic or Dictatorial Leadership</p> <p>Autocratic leaders keep the decision making authority and control in their own hands and assume full responsibility for all actions. Also, they structure the entire work situation in their own way and expect the workers to follow their orders and tolerate no deviation from their orders. The subordinates are required to implement instructions of their leaders without question. They are entirely dependent on their leader and the output suffers in the absence of the leader. The autocratic leadership style ranges from tough and highly dictatorial to paternalistic, depending upon whether the leader's motivational approach is threat and punishment or appreciation and rewards. In highly autocratic situations, the subordinates develop a sense of insecurity, frustration, low morale and</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

265/350	SUBMITTED TEXT	48 WORDS	100% MATCHING TEXT	48 WORDS
	<p>are induced to avoid responsibility, initiative and innovative behaviour. The autocratic leader believes that his leadership is based upon the authority conferred upon him by some source such as his position, knowledge, strength or the power to punish and reward. Some of the advantages and disadvantages of autocratic leadership are as follows:</p>		<p>are induced to avoid responsibility, initiative and innovative behaviour. The autocratic leader believes that his leadership is based upon the authority conferred upon him by some source such as his position, knowledge, strength or the power to punish and reward. Some of the advantages and disadvantages of autocratic leadership are as follows:</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

266/350	SUBMITTED TEXT	338 WORDS	89% MATCHING TEXT	338 WORDS
<p>Autocratic leadership is useful when the subordinates are new on the job and have had no experience either in the managerial decision-making process or performing without active supervision. (ii) It can increase efficiency and even morale when appropriate and get quicker results, specially in a crisis or emergency when the decision must be taken immediately. (iii) The paternalistic leadership is useful when the subordinates are not interested in seeking responsibility or when they feel insecure at the job or when they work better under clear and detailed directives. (iv) It is useful when the chain of command and the division of work is clear and understood by all and there is little room for error in the final accomplishment. Disadvantages (i) One way communication without feedback leads to misunderstanding and communications breakdown. (ii) An autocratic leader makes his own decisions which can be very dangerous in this age of technological and sociological complexity. (iii) Since it inhibits the subordinate's freedom, it fails to develop his commitment to the goals and objectives of the organization. (iv) Since it creates an environment which provides for worker resentment, it creates problems with their morale resulting in poor productivity in the long run. (v) It is unsuitable when the work force is knowledgeable about their jobs and the job calls for teamwork and cooperative spirit. Participative or Democratic Leadership In this type of leadership, the subordinates are consulted and their feedback is taken into the decision-making process. The leader's job is primarily of a moderator, even though he makes the final decision and he alone is responsible for the results. The management recognizes that the subordinates are equipped with talents and abilities and that they are capable of bringing new ideas and new methodologies to the work setting. Thus the group members are encouraged to demonstrate initiative and creativity and take intelligent interest in setting plans and policies and have maximum participation in decision-making. This ensures better management-labour relations, higher morale and greater job satisfaction. This type of leadership is especially effective when the workforce is experienced and dedicated and is able to work independently with least directives, thereby developing a climate which is conducive to growth and development of the organization as well as the individual</p>		<p>Autocratic leadership is useful when the subordinates are new on the job and have had no experience either in the managerial decision-making process or performing without active supervision. 152 Self-Instructional Material Leadership NOTES 2. It can increase efficiency and even morale when appropriate and get quicker results, specially in a crisis or emergency when the decision must be taken immediately. 3. The paternalistic leadership is useful when the subordinates are not interested in seeking responsibility or when they feel insecure at the job or when they work better under clear and detailed directives. 4. It is useful when the chain of command and the division of work is clear and understood by all and there is little room for error in the final accomplishment. Disadvantages of Leadership Style 1. One-way communication without feedback leads to misunderstandings and communication-breakdown. 2. An autocratic leader makes his own decisions which can be very dangerous in this age of technological and sociological complexity. 3. Since it inhibits the subordinate's freedom, it fails to develop his commitment to the goals and objectives of the organization. 4. Since the environment at the work provides for worker resentment, it creates problems with their morale resulting in poor productivity in the long run. 5. It is unsuitable when the workforce is knowledgeable about their jobs and the job calls for teamwork and cooperative spirit. 9.5.2 Participative or Democratic Leadership In this type of leadership, the subordinates are consulted and their feedback is taken into the decision-making process. The leader's job is primarily that a moderator, even though he makes the final decision and he alone is responsible for the results. The management recognises that the subordinates are equipped with talents and abilities and that they are capable of bringing new ideas and new methodologies to the work place. Thus, the group members are encouraged to demonstrate initiative and creativity and take interest in setting plans and policies and have participate in decision-making. This ensures better management- labour relations, higher morale and greater job satisfaction. This type of leadership is specially effective when the workforce is experienced and dedicated and is able to work independently with little thereby developing a climate which is conducive to growth and development of the organization as well as the individual.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

267/350	SUBMITTED TEXT	12 WORDS	100% MATCHING TEXT	12 WORDS
<p>Active participation in the managerial operations by labour assures rising productivity and satisfaction. (</p>		<p>Active participation in the managerial operations by labour assures rising productivity and satisfaction. 2.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

268/350	SUBMITTED TEXT	37 WORDS	85% MATCHING TEXT	37 WORDS
<p>Workers develop a greater sense of self-esteem due to importance given to their ideas and their contribution. (iii) The employees become more committed to changes that may be brought by policy changes, since they themselves participated in bringing about</p>		<p>Workers develop a greater sense of self-esteem due to importance given to their ideas and their contributions. Material 153 Leadership NOTES 3. The become more committed to changes that may be brought about by policy changes, since they themselves participated in bringing them about. 4.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

269/350	SUBMITTED TEXT	69 WORDS	92% MATCHING TEXT	69 WORDS
<p>The leadership induces confidence, cooperation and loyalty among workers. (v) It results in higher employee morale. (vi) It increases the participants' understanding of each other which results in greater tolerance and patience towards others. It has been demonstrated by numerous researches that participation by subordinates improves quality of work, enhances an easy acceptance of changes in the organization and improves morale and loyalty. Notwithstanding numerous advantages and great reliance on participative leadership, it has several disadvantages.</p>		<p>The leadership induces confidence, cooperation and loyalty amongst the workers. 5. It results in higher employee morale. 6. It increases the participants' understanding of each other which results in greater tolerance and patience towards others. It has been demonstrated by numerous researchers that participation by subordinates improves the quality of work, enhances an easy acceptance of changes in the organization and improves morale and loyalty. Notwithstanding numerous advantages and great reliance on participative leadership, it also has several disadvantages.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

270/350	SUBMITTED TEXT	180 WORDS	89% MATCHING TEXT	180 WORDS
<p>The democratic leadership requires some favourable conditions in that the labour must be literate, informed and organized. This is not always possible. (ii) This approach assumes that all workers are genuinely interested in the organization and that their individual goals are successfully fused with the organizational goals. This assumption may not always be valid. (iii) There must be total trust on the part of management as well as employees. Some employees may consider this approach simply an attempt to manipulate them. Accordingly, the employees must be fully receptive to this approach to make it meaningful. (iv) Some group members may feel alienated if their ideas are not accepted for action. This may create a feeling of frustration and ill-will. (v) This approach is very time consuming and too many viewpoints and ideas may make the solid decision more difficult and may be a source of frustration to impatient management. (vi) Some managers may be uncomfortable with this approach because they may fear an erosion of their power base and their control over labour. (vii) This approach relies heavily on incentives and motivation of recognition, appreciation, status and prestige. However, labour may be interested in financial incentives instead of prestige.</p>		<p>The democratic leadership requires some favourable conditions in that the labour must be literate, informed and organized. This is not always possible. (b) This approach assumes that all workers are genuinely interested in the organization and that their individual goals are successfully fused with the organizational goals. This assumption may not always be valid. (c) There must be total trust on the part of management as well as employees. Some employees may consider this approach simply an attempt to manipulate them. Accordingly, the employees must be fully receptive to this approach to make it meaningful. (d) Some group members may feel alienated if their ideas are not accepted for action. This may create a feeling of frustration and ill-will. (e) This approach is very time consuming and too many viewpoints and ideas may make the process of reaching a decision more difficult and may be a source of frustration to impatient management. (f) Some managers may be uncomfortable with this approach because they may fear an erosion of their power base and their control over labour. (g) This approach relies heavily on incentives and motivation of recognition, appreciation, status and prestige. However, labour may be interested in financial incentives instead of prestige. 9.5.3</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

271/350	SUBMITTED TEXT	61 WORDS	89% MATCHING TEXT	61 WORDS
<p>It creates an environment of freedom, individuality, as well as team spirit. (ii) It is highly creative with a free and informal work environment. (ii) This approach is very useful where people are highly motivated and achievement oriented. Disadvantages (i) It may result in disorganized activities which may lead to inefficiency and chaos. (ii) Insecurity and frustration may develop due to lack of specific decision- making authority and guidance. (</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>It creates an environment of freedom, individuality as well as team spirit. (b) It is highly creative with a free and informal work environment. (c) This approach is very useful where people are highly motivated and achievement oriented. Disadvantages of Laissez-faire Style (a) It may result in disorganized activities which may lead to inefficiency and chaos. (Insecurity and frustration may develop due to lack of specific decision making authority and guidance. (</p>		
272/350	SUBMITTED TEXT	25 WORDS	65% MATCHING TEXT	25 WORDS
<p>team spirit and pride, a feeling of cooperation and a sense of belonging and pride. Some of the positive motivating factors are appreciation and credit for</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>team spirit and pride, a sense of cooperation and a feeling of belonging and happiness. Some of the positive motivators are: ? Praise and credit for</p>		
273/350	SUBMITTED TEXT	25 WORDS	59% MATCHING TEXT	25 WORDS
<p>it is not advised or regarded as a practical option in the present business and industrial scenario. This is grounded upon the changing trends in the</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>it is not recommended or considered as a viable alternative in the current business and industrial environment. This is based upon the changing trends in the</p>		
274/350	SUBMITTED TEXT	135 WORDS	99% MATCHING TEXT	135 WORDS
<p>Communication is the interchange of thoughts and information to bring about mutual understanding. It is an exchange of facts, ideas, opinions and emotions. It involves telling, listening and understanding. It ushers in progress, galvanizes action and adds meaning to life. It stems from one's need to emote, interact, relate, reach out and connect. The methods of communication are oral or verbal, written, non- verbal, visual and audio-visual. Silence is also a form of communication, and is more often eloquent than words. Oral communication is the most widely used method, and plays an important part in everyday life, both for individuals and organizations. It takes place through meetings, speeches, discussions, etc. with the help of microphones, telephones, radio and other such media. Written communication is another powerful method of communication. It takes place through letters, memos, notes, circulars, etc. with the use of computers, word processors,</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Communication is the interchange of thoughts and information to bring about mutual understanding. It is an exchange of facts, ideas, opinions and emotions. It involves telling, listening and understanding. It ushers in progress, galvanizes action and adds meaning to life. It stems from one's need to emote, interact, relate, reach out and connect. The methods of communication are oral or verbal, written, non-verbal, visual and audio-visual. Silence is also a form of communication, and is more often eloquent than words. Oral communication is the most widely used method, and plays an important part in everyday life, both for individuals and organizations. It takes place through meetings, speeches, discussions, etc. with the help of microphones, telephones, radio and other such media. Written communication is another powerful method of communication. It takes place through letters, memos, notes, circulars, etc. with the use of computers, word processors,</p>		

275/350	SUBMITTED TEXT	114 WORDS	98% MATCHING TEXT	114 WORDS
	<p>telex, fax, etc. Non-verbal communication has a universal appeal and takes place through body language, gestures and postures, facial expression, etc. Visual communication includes pictures, graphs, charts, etc. and is often used as a supplement to other forms of communication. Demonstrations and presentations are included in this form. Self-development and communication go hand in hand. The greater the effort made at improving communication skills, the more will you develop in reaching out to people socially and professionally. Not all communication that takes place among individuals and groups is effective. Barriers apart, there are several factors affecting communication. These are conceptual clarity of the communicator, language used in the communication, moods and receptivity of the sender and the receiver, and the timing of the communication.</p>		<p>telex, fax, etc. Non-verbal communication has a universal appeal and takes place through body 192 Self-Instructional Material Communication NOTES language, gestures and postures, facial expression, etc. Visual communication includes pictures, graphs, charts, etc. and is often used as a supplement to other forms of communication. Demonstrations and presentations are included in this form. Self- development and communication go hand in hand. The greater the effort made at improving communication skills, the more will you develop in reaching out to people socially and professionally. Not all communication that takes place among individuals and groups is effective. Barriers apart, there are several factors affecting communication. These are conceptual clarity of the communicator, language used in the communication, moods and receptivity of the sender and the receiver, and the timing of the communication. 12.1</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

276/350	SUBMITTED TEXT	33 WORDS	100% MATCHING TEXT	33 WORDS
	<p>communication is not a matter of accident or chance. Especially in any business situation, it calls for planned, organized and coordinated efforts. Several essential ingredients contributing to the success of the communication should be reckoned with.</p>		<p>communication is not a matter of accident or chance. Especially in any business situation, it calls for planned, organized and coordinated efforts. Several essential ingredients contributing to the success of the communication should be reckoned with. 12.2.1</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

277/350**SUBMITTED TEXT**

207 WORDS

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Effective communication also calls for consistency, timeliness, use of appropriate modes and channels, cost consciousness, avoidance of communication overload or extreme feelings, and finally, concern for feedback. Communication takes place among human beings. Therefore, the behavioural dimension assumes great significance. Human behaviour gets reflected through perceptions, attitudes, beliefs, values, norms and experiences. That is why it is said, 'Meanings are in people, not in words'. Perception is described as the process of making sense out of events. It is essentially a matter of personal judgement. A good communicator has to realize that perceptions tend to vary from person to person and accordingly factor this realization into the communication. Attitudes exert a strong influence on human relationships and consequently on the process of communication. They can be positive and negative. A good communicator should recognize the importance of positive attitudes. People have their own beliefs regarding various subjects. Such beliefs cover areas like religion, superstition and rebirth. In order to be effective, a good communicator should refrain from passing a judgement on such beliefs and instead accommodate them in his approach. Values and value systems also influence communication, which becomes effective only when values show congruence. Norms and experience too impact communication. People tend to interpret messages in terms of these facets. A good communicator develops a clear insight into human behaviour and uses it to advantage.

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SA Principles of Management.pdf (D165734071)**278/350****SUBMITTED TEXT**

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Interpersonal communication skills are an important facet of the process of communication, and as such are extremely relevant for achieving personal as well as professional success. Interpersonal communication refers to face-to-face or person-to-person communication. It is often direct and interactive. The message is orally communicated with the help of words as well as through non-verbal

Interpersonal communication skills are an important facet of the process of communication, and as such are extremely relevant for achieving personal as well as professional success. Interpersonal communication refers to face-to-face or person-to-person communication. It is often direct and interactive. The message is orally communicated with the help of words as well as through non-verbal

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communication, encompassing body language, spacing, facial expressions, tone, gestures, and action. Interpersonal communication involves the effective use of verbal messages plus body language. Effective communication calls for insight into human behaviour. Interpersonal communication has come to acquire particular significance in all people-oriented situations. Large organizations which employ people at various levels lay particular emphasis on building interpersonal or people related communication skills. Effective interpersonal communication calls for good insight into human behaviour and a clear understanding of how people are likely to react under different situations. Interpersonal skills are relevant in dealing with people, both within and without, in any service sector organization. They are particularly relevant in dealing with customer grievances and complaints redressal. Good interpersonal skills of the counter staff or the floor supervisor help diffuse heated arguments or flaring up during customer interaction, and, thereby, contain the damage to the business. Training and other HRD efforts focus on developing interpersonal skills. Interpersonal skills have also come to acquire relevance as part of the HRD efforts of large and small organizations. People with good interpersonal communication skills are considered an asset to any organization. Training programmes of service oriented organizations like banks include sessions on the development of interpersonal skills. As one goes up the hierarchical ladder in an organization, one's span of control, or the number of people reporting also often gets enlarged. Effective interpersonal skills are a must in dealing with people at various levels. How you say it is what matters. At a higher level, by interpersonal skills, we refer to certain specialized skills in dealing with people under complex situations. In any business organization where a large number of people are working, both pleasant and unpleasant situations might develop. A supervisor or manager might have to convey not only appreciation or praise, but also punishment and unpalatable developments. The job may involve criticism and reprimand of juniors. Under such circumstances, not only what the supervisor says, but also the way in which it is said and what is done through actions assume meaning. Good leaders consciously develop all these verbal and non-verbal skills and use them successfully in dealing with a variety of people and situations. They use their interpersonal communication skills to create the desired impression, both positive and negative as the case may be. The words they choose, the way in which they express them, the tone, the gestures, and the action in totality are all impact creating, in any relationship building exercise, consciously or otherwise. The customer makes an impression on the counter staff as the customer walks in.

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The counter staff, likewise, make an impression on the customer. In any business, the first impression carries considerable value. If it is right, it results in a positive relationship. Hence, the right skills would cover the way we say hello, the smile, the attentiveness, the firm handshake, the impression we make as we enter and any such act which the party notices and, more importantly, interprets. Some other essential skills relevant for effective interpersonal communication are the ability to win trust, build rapport, ask the right questions, and elicit full details. Effective interpersonal communication involves creating the right impression and communicating the intended message convincingly. This calls for sincerity in approach and bringing in transparency in communication. It means asking the appropriate questions in an appropriate manner, and making the other party communicate. It means making the other person confide in you. It means breaking a person's reluctance. When we think of counselling, negotiation, hearing of appeals, personal interviews etc., extra communication skills would be involved. They have to be developed with conscious efforts. Develop a positive attitude People in a service industry, as we have noted earlier, should necessarily have one basic skill, the ability to get along with other people. They should develop interpersonal skills such as the ability to communicate effectively and also work as a member of the team. While job-oriented skills and knowledge are important, what is equally relevant, if not more, is the right attitude. The customer may accept a certain lack of knowledge, but will never accept rudeness or indifference. That is why, training programmes in service organizations covering marketing and customer relations lay particular emphasis on building the right attitude or mind-set. Bad feelings should not hinder communication People come to work not only with their hands and heads, but also their hearts. They come with not only knowledge, wisdom and intelligence, but also feelings and emotions. Dealing with other people involves control over moods. Any work situations has its mix of positive and negative, good and bad strokes. Good interpersonal skills require underplaying the negative strokes and not letting them spoil one's temperament. A service provider should learn to rise above bad feelings coming from any quarter and not let those show up or hinder dealings with the customers. Use logic to cope with difficult situations The following quote from Roberta Cava brings out beautifully the strength of rational response in dealing with difficult situations: 'Two forces—logic and emotion are at work throughout our lives. Often they push and pull in opposite directions. The one that prevails at any particular time, will determine how we get along with others and may affect our level of achievement. It is easy to respond to situations

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281/350	SUBMITTED TEXT	96 WORDS	100% MATCHING TEXT	96 WORDS
	with emotions rather than logic, but responding logically helps us deal constructively with difficult situations.' Harmonious interpersonal relationships are the secret of business development Harmonious relations with colleagues in the workplace and customers at the counter and at the field level are the secrets of business development. Both are of equal importance and complement each other. Harmonious interpersonal relationships among employees result in well-knit teams that can respond effectively to the customers, and the customer sees one happy family at work. No wonder John Rockefeller said, 'I will pay more for the ability to deal with people than for any other ability under the sun.' 8.6.1		with emotions rather than logic, but responding logically helps us deal constructively with difficult situations.' Harmonious interpersonal relationships are the secret of business development: Harmonious relations with colleagues in the workplace and customers at the counter and at the field level are the secrets of business development. Both are of equal importance and complement each other. Harmonious interpersonal relationships among employees result in well-knit teams that can respond effectively to the customers, and the customer sees one happy family at work. No wonder John Rockefeller said, 'I will pay more for the ability to deal with people than for any other ability under the sun.'	
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282/350	SUBMITTED TEXT	75 WORDS	100% MATCHING TEXT	75 WORDS
	Control Control is very important both in organized living as well as 'living' organizations. When things go smoothly as planned, they are considered to be under control. 'Self-control' is a word we are all familiar with and which simply means that we discipline ourselves in such a manner that we strictly adhere to our plans for our lives and generally do not deviate from these plans. Controls are there to ensure that events turn out the way they are intended to.		CONTROL Control is very important both in organized living as well as 'living' organizations. When things go smoothly as planned, they are considered to be under control. 'Self-control' is a word we are all familiar with and which simply means that we discipline ourselves in such a manner that we strictly adhere to our plans for our lives and generally do not deviate from these plans. Controls are there to ensure that events turn out the way they are intended to.	
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283/350	SUBMITTED TEXT	35 WORDS	100% MATCHING TEXT	35 WORDS
	allow for adjustments for unanticipated threats and opportunities. Similarly, managers must make modifications in controlling methods, techniques and systems as they become necessary. An effective control system is one that can be updated quickly as the need arises.		allow for adjustments for unanticipated threats and opportunities. Similarly, managers must make modifications in controlling methods, techniques and systems as they become necessary. An effective control system is one that can be updated quickly as the need arises. 10.4.4	
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284/350	SUBMITTED TEXT	48 WORDS	100% MATCHING TEXT	48 WORDS
	Economic feasibility: The cost of a control system must be balanced against its benefits. The system must be economically feasible and reasonable to operate. For example, a high security system to safeguard nuclear secrets may be justified but the same system to safeguard office supplies in a store would not be		Economic Feasibility The cost of a control system must be balanced against its benefits. The system must be economically feasible and reasonable to operate. For example, a high security system to safeguard nuclear secrets may be justified but the same system to safeguard office supplies in a store would not be	
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285/350	SUBMITTED TEXT	12 WORDS	100% MATCHING TEXT	12 WORDS
	Accordingly, the benefits received must outweigh the cost of implementing a control system.		Accordingly, the benefits received must outweigh the cost of implementing a control system. 10.4.7	
	SA Principles of Management.pdf (D165734071)			

286/350	SUBMITTED TEXT	56 WORDS	100% MATCHING TEXT	56 WORDS
	Time standards: The goal will be set on the basis of time lapse in performing a particular task. It could be units produced per hour, number of pages typed per hour or number of telephone calls made per day. Managers utilize time standards to forecast work-flow and employee output. Standard employee output also determines the extent of financial incentive plans.		Time standards. The goal will be set on the basis of time lapse in performing a particular task. It could be units produced per hour, number of pages typed per hour or number of telephone calls made per day. Managers utilize time standards to forecast work flow and employee output. Standard employee output also determines the extent of financial incentive plans.	
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Cost standards: These standards indicate the financial expenditure involved per unit of activity. These could be material cost per unit, cost per person, cost of distribution per unit and so on. Budgets are established to reflect these costs and they provide monetary check-points for comparing actual costs with budgeted costs. x Income standards: These relate to financial rewards received for a particular activity. Examples would be sales volumes per month, sales generated by a sales person per year and so on. x Market share standards: This goal would be oriented towards the percentage of the total market that a company wants to retain or further acquire. For example, a company may want to increase its share of the market by four percentage points per year for the next five years. x Quality standards: These standards express levels of quality expected of a product or service. There are quality control programs which monitor the level of quality of a product. These may be tolerances within which the quality may be accepted. For example, the space shuttle and aircraft manufacturers have zero-defect production requirement while other products may have less stringent quality standards. x Productivity: Productivity or quantity standards are expressed in numerical terms as the expected number of items produced per man hour or per given activity. These goals are the key to operational efficiency and are set on the basis of past performance, degree of mechanization, employee skills and training required and motivation of employees. x Return on investment (ROI): Return on investment is comprehensive and useful standard as it involves all facets of the business such as turnover, sales, working capital, invested capital, inventory levels at given times, production costs, marketing costs and so on. It is a ratio of net income to invested capital. It is superior to market share as a standard because a large market share does not necessarily mean higher profits. x Quantitative personnel standards: The worker morale and dedication can be measured to some degree by some quantitative standards. These standards may be the extent of employee turnover, number of work-related accidents, absenteeism, number of grievances, quality of performance and so on. 2. Measuring performance Once the standards have been established, the second step in the controlling process is to monitor and measure the actual performance. Monitoring and measuring is a continuous activity and involves collection of relevant data that represents the actual performance of the activity so that a comparison can be made between what is accomplished and what was

Cost standards. These standards indicate the financial expenditure involved per unit of activity. These could be material cost per unit, cost per person, cost of distribution per unit and so on. Budgets are established to reflect these costs and they provide monetary check-points for comparing actual costs with budgeted costs. Income standards. These relate to financial rewards received for a particular activity. Examples would be sales volumes per month, sales generated by a sales person per year and so on. D. Market share standards. This goal would be oriented towards the percentage of the total market that a company wants to retain or further acquire. For example, a company may want to increase its share of the market by four percentage points per year for the next five years. E. Quality standards. These standards express levels of quality expected of a product or service. There are quality control programs which monitor the level of quality of a product. These may be tolerances within which the quality may be accepted. For example, the space shuttle and aircraft manufacturers have zero-defect production requirement while other products may have less stringent quality standards. Productivity. Productivity or quantity standards are expressed in numerical terms as the expected number of items produced per man hour or per given activity. These goals are the key to operational efficiency and are set on the basis of past performance, degree of mechanization, employee skills and training required and motivation of employees. G. Return on investment (ROI). Return on investment is comprehensive and useful standard as it involves all facets of the business such as turnover, sales, working capital, invested capital, inventory levels at given times, production costs, marketing costs and so on. It is a ratio of net income to invested capital. It is superior to market share as a standard because a large market share does not necessarily mean higher profits. Quantitative personnel standards. The worker morale and dedication can be measured to some degree by some quantitative standards. These standards may be the extent of employee turnover, number of work-related accidents, absenteeism, number of grievances, quality of performance and so on. 10.3.2 Measuring Performance Once the standards have been established, the second step in the controlling process is to monitor and measure the actual performance. Monitoring and measuring is a continuous activity and involves collection of relevant data that represents the actual performance of the activity so that a comparison can be made between what is accomplished and what was

288/350	SUBMITTED TEXT	20 WORDS	100% MATCHING TEXT	20 WORDS
	<p>intended to be accomplished. The measurement of actual performance must be in the units similar to those of predetermined criterion.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>intended to be accomplished. The measurement of actual performance must be in the units similar to those of predetermined criterion.</p>	

289/350	SUBMITTED TEXT	34 WORDS	100% MATCHING TEXT	34 WORDS
	<p>The unit or the yardstick thus chosen should be clear, well-defined and easily identified and should be uniform and homogeneous throughout the measurement process. According to Suchman, there are five types of evaluations. These are</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>The unit or the yardstick thus chosen should be clear, well defined and easily identified and should be uniform and homogeneous throughout the measurement process. According to Suchman, there are five types of evaluations. These are: (</p>	

Effort: Effort reveals the extent of input and the idea is to measure such input to see if it is adequate in meeting the set objectives. For example, the number of courses offered in the Business Department at the university would indicate the extent of the business programme. Similarly, the number of patient beds in a hospital would be a measure of input for providing health care. A salesperson's performance may be measured by the number of calls he makes per day. Peter Blau gives an example of an employment agency where effort was evaluated by the number of applicants interviewed and counselled. However, the measurement of input was a poor indicator of results since simply counselling applicants did not mean that they all got jobs. Similarly, the number of beds in a hospital does not necessarily mean quality health care which is the ultimate goal. (ii) Effectiveness: As indicated above, the evaluation of input elements does not adequately convey the degree of effectiveness and results. This problem can be eliminated by measuring outputs such as the number of clients placed in jobs, in the case of the employment agency or the number of patients cured in a given period of time in the case of a hospital. (iii) Adequacy: Adequacy is the ratio of output to need and is a useful measure if the need and the output can be clearly identified and related. If the needs are satisfied then the performance can be considered as adequate. (iv) Efficiency: Efficiency relates output to input. According to Euske, in terms of efficiency, it is better if more can be done with the same amount of input or same output can be generated with less input. Efficiency measures are useful for comparing the same process at two points in time or two different processes with the same output. (v) Process: It relates to underlying processes which convert effort into outcome or input into output. It treats output as a function of input so that the focus is on evaluation of mechanisms that convert efforts into results, rather than the effort itself. This understanding of mechanism will assist in predicting the output of the organization for a given input. However, the process must be mechanistic in nature and clearly understood in order to be effective. For example, a sales person cannot know if his presentation will result in a sale even when such a presentation is done well and is well received. 3. Measuring devices One of the most difficult tasks in measuring actual performance is the selection of an appropriate measure. It is very important that all performance measures used in

Effort. Effort reveals the extent of input and the idea is to measure such input to see if it is adequate in meeting the set objectives. For example, the number of courses offered in the Business Department at the university would indicate the extent of the business programme. Similarly, the number of patient beds in a hospital would be a measure of input for providing health care. A salesperson's performance may be measured by the number of calls he makes per day. Peter Blau gives an example of an employment agency where effort was evaluated by the number of applicants interviewed and counselled. However, the measurement of input was a poor indicator of results since simply counselling applicants did not mean that they all got jobs. Similarly, the number of beds in a hospital does not necessarily mean quality health care which is the ultimate goal. (ii) Effectiveness. As indicated above, the evaluation of input elements does not adequately convey the degree of effectiveness and results. This problem can be eliminated by measuring outputs such as the number of clients placed in jobs, in the case of the employment agency or the number of patients cured in a given period of time in the case of a hospital. (iii) Adequacy. Adequacy is the ratio of output to need and is a useful measure if the need and the output can be clearly identified and related. If the needs are satisfied then the performance can be considered as adequate. (iv) Efficiency. Efficiency relates output to input. According to Euske, in terms of efficiency, it is better if more can be done with the same amount of input or same output can be generated with less input. Efficiency measures are useful for comparing the same process at two points in time or two different processes with the same output. (v) Process. It relates to underlying processes which convert effort into outcome or input into output. It treats output as a function of input so that the focus is on evaluation of mechanisms that convert efforts into results, rather than the effort itself. This understanding of mechanism will assist in predicting the output of the organization for a given input. However, the process must be mechanistic in nature and clearly understood in order to be effective. For example, a sales person cannot know if his presentation will result in a sale even when such a presentation is done well and is well received. 10.3.3 Measuring Devices One of the most difficult tasks in measuring actual performance is the selection of an appropriate measure. It is very important that all performance measures used in

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266 WORDS

controlling organizational and individual performances be both valid as well as reliable. Validity reflects as to how good the performance measure is and reliability describes as to how consistent such performance measure is in obtaining results. The methods of measurement established would answer the question, 'What, how and when to measure?' The organizational objectives would determine as to 'what' is to be measured. 'How' to measure the outcome of an activity would depend upon the type of activity and whether continuous measurement or only spot checks are required. The type of activity would also determine as to 'when' measurement would take place. For example, some professors measure the performance of students only by one final examination while other professors give frequent quizzes during the semester of studies. Some of the measuring devices used are as follows: (i) Mechanized measuring devices: This involves a wide variety of technical instruments used for measurement of machine operations, product quality for size and ingredients and for production processes. These instruments may be mechanical, electronic or chemical in nature. Some electronic devices are used to check passengers at the airport for carrying prohibited items, while some are used to detect shoplifting and unchecked books from the library. Polygraph tests are used to check people's explanations for certain acts. Computers are becoming increasingly important as measuring devices. They can monitor operations as they occur and simultaneously analyse data so collected. Many retail stores use computerized scanning equipment that simultaneously monitors sales and prices of various items and tracks inventory by department, vendor and branch store. (ii) Ratio analysis: Ratio analysis is a powerful management tool for measuring various aspects of business operations. It describes the relationship of one business variable to another. The following are some of the more important ratios. (

controlling organizational and individual performances be both valid as well as reliable. Validity reflects as to how good the performance measure is and reliability describes as to how consistent such performance measure is in obtaining results. The methods of measurement established would answer the question, 'what, how and when to measure?' The organizational objectives would determine as to 'what' is to be measured. 'How' to measure the outcome of an activity would depend upon the type of activity and whether continuous measurement or only spot checks are required. The type of activity would also determine as to 'when' measurement would take place. For example, some professors measure the performance of students only by one final examination while other professors give frequent quizzes during the semester of studies. Self-Instructional Material 173 Controlling NOTES Some of the measuring devices used are as follows: (A)Mechanized Measuring Devices. This involves a wide variety of technical instruments used for measurement of machine operations, product quality for size and ingredients and for production processes. These instruments may be mechanical, electronic or chemical in nature. Some electronic devices are used to check passengers at the airport for carrying prohibited items, while some are used to detect shoplifting and unchecked books from the library. Polygraph tests are used to check people's explanations for certain acts. Computers are becoming increasingly important as measuring devices. They can monitor operations as they occur and simultaneously analyze data so collected. Many retail stores use computerized scanning equipment that simultaneously monitors sales and prices of various items and tracks inventory by department, vendor and branch store. (B) Ratio Analysis. Ratio analysis is a powerful management tool for measuring various aspects of business operations. It describes the relationship of one business variable to another. The following are some of the more important ratios. (

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292/350

SUBMITTED TEXT

86 WORDS

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86 WORDS

Net sales to working capital: The working capital must be utilized adequately. If the inventory turnover is rapid, then the same working capital can be re-used. Hence, for perishable goods, this ratio is high. Any change in this ratio will signal a deviation from the norm. (b) Net sales to inventory: The greater the turnover of inventory, generally, the higher the profit on investment. (c) Current ratio: This is the ratio of current assets (cash, accounts receivables) to current liabilities and is used to determine a company's ability to pay its short-term debts.

Net sales to working capital. The working capital must be utilized adequately. If the inventory turnover is rapid, then the same working capital can be re- used. Hence, for perishable goods, this ratio is high. Any change in this ratio will signal a deviation from the norm. (ii) Net sales to inventory. The greater the turnover of inventory, generally, the higher the profit on investment. (iii) Current ratio. This is the ratio of current assets (cash, accounts receivables) to current liabilities and is used to determine a company's ability to pay its short term debts. (

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293/350	SUBMITTED TEXT	253 WORDS	97% MATCHING TEXT	253 WORDS
<p>Net profit to net sales: This ratio measures the short run profitability of a business. (e) Net profit to tangible net worth: Net worth is the difference between tangible assets and total liabilities. This ratio of net profit to net worth is used to measure profitability over a long period of time. (f) Net profit to net working capital: The net working capital is the operating capital on hand. This ratio would determine the ability of the business to finance day-to-day operations. (g) Collection period on credit sales: The collection period should be as short as possible. Any deviation from established collection periods should be promptly investigated. (iii) Comparative statistical analysis: The operations of one company can be usefully compared with similar operations of another company or with industry averages. It is a very useful and practical performance measuring methodology. For example, farmers can compare output per acre with farmers at other locations. Any differences can be investigated and the reasons for such differences can be ascertained. Similarly, hospitals at one location can measure their medical costs against those of other hospitals, and the performance of police departments can be measured by comparing crime rates in their locality with those in other localities. Statistical models can be used for such measurements and such comparisons. (iv) Personal observation: Personal observation, both formal as well as informal can be used in certain situations as a measuring device for performances, especially the performances of personnel. The informal observation is generally day-to-day routine type. A manager may walk through a store to get a general idea about how people are working. An airline officer may fly incognito to evaluate the performance of inflight attendants.</p>		<p>Net profit to net sales. This ratio measures the short run profitability of a business. (v) Net profit to tangible net worth. Net worth is the difference between tangible assets and total liabilities. This ratio of net profit to net worth is used to measure profitability over a long period of time. (vi) Net profit to net working capital. The net working capital is the operating capital on hand. This ratio would determine the ability of the business to finance day- to-day operations. (vii) Collection period on credit sales. The collection period should be as short as possible. Any deviation from established collection periods should be promptly investigated. (C)Comparative Statistical Analysis. The operations of one company can be usefully compared with similar operations of another company or with industry averages. It is a very useful and practical performance measuring methodology. For example, farmers can compare output per acre with farmers at other locations. Any differences can be investigated and the reasons for such differences can be ascertained. Similarly, hospitals at one location can measure their medical costs against those of other hospitals, and the performance of police departments can be measured by comparing crime rates in their locality with those in other localities. Statistical models can be used for such measurements and such comparisons. (D)Personal Observation. Personal observation, both formal as well as informal can be used in certain situations as a measuring device for performances, especially the performances of personnel. The informal observation is generally day-to-day routine type. A manager may walk through a store to get a general idea about how people are working. An airline officer may fly incognito to evaluate the performance of inflight attendants.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

294/350	SUBMITTED TEXT	91 WORDS	100% MATCHING TEXT	91 WORDS
<p>Formal observation is properly planned and requires preparation. For example, professors are periodically evaluated by their peers and their students. The inflight performance of commercial airline pilots is regularly measured by representatives of Federal Aviation Agency (FAA). 4. Comparing measured performance with performance standards The next step in the control process is to compare actual performance to the standards set for such performance. This comparison is less complicated if the measurement units for the standards set and for the performance measured are the same and are quantitative in nature. Such comparison becomes more difficult when they require subjective evaluations.</p>		<p>Formal observation is properly planned and requires preparation. For example, professors are periodically evaluated by their peers and their students. The inflight performance of commercial airline pilots is regularly measured by representatives of Federal Aviation Agency (FAA). 10.3.4 Comparing Measured Performance with Performance Standards The next step in the control process is to compare actual performance to the standards set for such performance. This comparison is less complicated if the measurement units for the standards set and for the performance measured are the same and are quantitative in nature. Such comparison becomes more difficult when they require subjective evaluations.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

295/350	SUBMITTED TEXT	113 WORDS	96% MATCHING TEXT	113 WORDS
<p>The comparison shows us if anything has gone wrong in the process or operations; if there is any deviation, negative or positive and what must be done as a restorative process for correcting such a deviation. Furthermore, this comparison not only results in the correction of the divergence, but also ensures the application of the preventive steps which could guide the conduct of operations in the future. Evaluation of deviation: Before a deviation is corrected, a thorough investigation should be undertaken regarding the reasons for such a deviation. The management should look not for symptoms but for the root cause of the problem. Some of the questions to be looked into are as follows: x Were these deviations due to unrealistic standards?</p>		<p>The comparison shows us if anything has gone wrong in the process or operations; if there is any deviation, negative or positive and what must be done as a restorative process for correcting such a deviation. Furthermore, this comparison not only results in the correction of the divergence, but also ensures the application of the preventive steps which could guide the conduct of operations in the future. Evaluation of deviation. Before a deviation is corrected, a thorough investigation should be undertaken regarding the reasons for such a deviation. The management should look not for symptoms but for the root cause of the problem. Some of the questions to be looked into are: — Were these deviations due to unrealistic standards? —</p>		
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296/350	SUBMITTED TEXT	19 WORDS	92% MATCHING TEXT	19 WORDS
<p>Could the suppliers have shipped faulty materials? x Are the operators less efficient, dishonest about results or misinformed about applicable standards?</p>		<p>Could the suppliers have shipped faulty materials? — Are the operators less efficient, dishonest about results or misinformed about applicable standards? —</p>		
SA Principles of Management.pdf (D165734071)				

297/350	SUBMITTED TEXT	97 WORDS	98% MATCHING TEXT	97 WORDS
<p>Is the equipment in poor condition? x Is the quality control department doing an adequate job? There are many instances where projects have gone over the budget and have been delayed. In such cases, these projects should be examined in their entirety and from all angles in order to determine the root cause of such a discrepancy. Deviations can be of two types, namely negative and positive. (i) Negative deviations. Negative deviations are those that have negative repercussions and may be in the form of cost overruns or the project being behind schedule or the quality or quantity of the product being below the expected standards. (</p>		<p>Is the equipment in poor condition? — Is the quality control department doing an adequate job? There are many instances where projects have gone over the budget and have been delayed. In such cases, these projects should be examined in their entirety and from all angles in order to determine the root cause of such a discrepancy. Deviations can be of two types, namely negative and positive. (a) Negative deviations. Negative deviations are those that have negative repercussions and may be in the form of cost overruns or the project being behind schedule or the quality or quantity of the product being below the expected standards.</p>		
SA Principles of Management.pdf (D165734071)				

298/350	SUBMITTED TEXT	146 WORDS	97% MATCHING TEXT	146 WORDS
<p>Positive deviations. Positive deviations indicate that the performance was better than expected and the goals achieved were either earlier than anticipated or less costly than planned. These positive deviations should also be fully investigated as to why underestimations were made so that new revised estimates can be established. 5. Taking corrective actions Once the deviations have been detected and presented to the management for consideration, the decision must be taken as to what corrective actions are needed to remedy the situation. However, these corrective actions must be taken within the constraints of acceptable tolerance levels, outside environmental constraints such as those imposed by organizational culture or guidelines, labour unions, political and economic considerations and internal constraint of cost and personnel. Since, the actual results do not always conform to the desired results, some deviations may be expected for which no corrective action may be needed. However, when deviations are of a sufficiently serious nature, the following actions may be taken:</p>		<p>Positive deviations. Positive deviations indicate that the performance was better than expected and the goals achieved were either earlier than anticipated or less costly than planned. These positive deviations should also be fully investigated as to why underestimations were made so that new revised estimates can be established. 10.3.5 Taking Corrective Action Once the deviations have been detected and presented to the management for consideration, the decision must be taken as to what corrective actions are needed to remedy the situation. However, these corrective actions must be taken within the constraints of acceptable tolerance levels, outside environmental constraints such as those imposed by organizational culture Self-Instructional Material 175 Controlling NOTES or guidelines, labour unions, political and economic considerations and internal constraint of cost and personnel. Since the actual results do not always conform to the desired results, some deviations may be expected for which no corrective action may be needed. However, when deviations are of a sufficiently serious nature, the following actions may be taken. —</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

299/350	SUBMITTED TEXT	13 WORDS	100% MATCHING TEXT	13 WORDS
<p>Management must deal with the root causes of the problems and not the symptoms.</p>		<p>Management must deal with the root causes of the problems and not the symptoms. —</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

300/350	SUBMITTED TEXT	94 WORDS	97% MATCHING TEXT	94 WORDS
<p>Any corrective action should be taken promptly in order to make it most effective. x Whenever and wherever possible, the corrective action should be built into the existing operations and these controls should be self-monitoring, i.e., the actions should be automatic such as in the case of a thermostat in controlling the heat. (This field is known as 'cybernetics'). x It must be understood that the goal itself is not a static phenomenon, but is a function of the dynamics of the environment. Hence a look into the need for altering the target itself caused by shifts in the environment may be necessary.</p>		<p>Any corrective action should be taken promptly in order to make it most effective. — Whenever and wherever possible, the corrective action should be built into the existing operations and these controls should be self-monitoring, i.e., the actions should be automatic such as in the case of a thermostat in controlling the heat. (This field is known as 'cybernetics'). — It must be understood that the goal itself is not a static phenomenon, but is a function of the dynamics of the environment. Hence a look into the need for altering the target itself caused by shifts in the environment may be necessary. 10.4</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

301/350	SUBMITTED TEXT	40 WORDS	98% MATCHING TEXT	40 WORDS
<p>Decision-making and problem solving are core functions of management because they are an integral part of all other managerial functions such as planning, organizing, directing and controlling. They are also an integral part of life because life cannot be managed without making decisions.</p>		<p>Decision-making and problem solving are a core functions of management because they are an integral part of all other managerial functions such as planning, organizing, directing and controlling. They are also an integral part of life because life cannot be managed without making decisions.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
302/350	SUBMITTED TEXT	18 WORDS	100% MATCHING TEXT	18 WORDS
<p>Rational decision-making and problem solving may be used interchangeably since a problem has to exist and a decision</p>		<p>Rational decision-making and problem solving may be used interchangeably since a problem has to exist and a decision</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
303/350	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>made to solve such a problem. While most decisions indeed involve a problem, some decisions are</p>		<p>made to solve such a problem. While most decisions indeed involve a problem, some decisions are</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
304/350	SUBMITTED TEXT	18 WORDS	100% MATCHING TEXT	18 WORDS
<p>be defined as the art of influencing and inspiring subordinates to perform their duties willingly, competently and enthusiastically</p>		<p>be defined as the art of influencing and inspiring subordinates to perform their duties willingly, competently and enthusiastically</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
305/350	SUBMITTED TEXT	13 WORDS	100% MATCHING TEXT	13 WORDS
<p>A dictatorship under which the subordinates have to perform, would not be considered</p>		<p>A dictatorship under which the subordinates have to perform, would not be considered</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
306/350	SUBMITTED TEXT	45 WORDS	87% MATCHING TEXT	45 WORDS
<p>of the leader. x The leadership styles can be classified according to the philosophy of the leaders. What the leader does determines how well he leads. A style of leadership is a 'relatively enduring set of behaviours which is a characteristic of the individuals, regardless of the situation.'</p>		<p>of the followers.' 9.5 STYLES Leadership styles can be classified according to the philosophy of the leaders. What the leader does determines how well he leads. A style of leadership is a 'relatively enduring set of behaviours which is a characteristic of the individual, regardless of the situation.'</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

307/350	SUBMITTED TEXT	27 WORDS	100% MATCHING TEXT	27 WORDS
<p>Communication is the interchange of thoughts and information to bring about mutual understanding. It is an exchange of facts, ideas, opinions and emotions. It involves telling, listening and understanding.</p>		<p>Communication is the interchange of thoughts and information to bring about mutual understanding. It is an exchange of facts, ideas, opinions and emotions. It involves telling, listening and understanding.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
308/350	SUBMITTED TEXT	75 WORDS	100% MATCHING TEXT	75 WORDS
<p>Control is very important both in organized living as well as 'living' organizations. When things go smoothly as planned, they are considered to be under control. 'Self-control' is a word we are all familiar with and which simply means that we discipline ourselves in such a manner that we strictly adhere to our plans for our lives and generally do not deviate from these plans. Controls are there to ensure that events turn out the way they are intended to. 8.8</p>		<p>Control is very important both in organized living as well as 'living' organizations. When things go smoothly as planned, they are considered to be under control. 'Self-control' is a word we are all familiar with and which simply means that we discipline ourselves in such a manner that we strictly adhere to our plans for our lives and generally do not deviate from these plans. Controls are there to ensure that events turn out the way they are intended to.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
309/350	SUBMITTED TEXT	17 WORDS	100% MATCHING TEXT	17 WORDS
<p>be defined as the art of influencing and inspiring subordinates to perform their duties willingly, competently and enthusiastically</p>		<p>be defined as the art of influencing and inspiring subordinates to perform their duties willingly, competently and enthusiastically</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
310/350	SUBMITTED TEXT	17 WORDS	91% MATCHING TEXT	17 WORDS
<p>is a 'relatively enduring set of behaviours which is a characteristic of the individuals, regardless of the situation</p>		<p>is a 'relatively enduring set of behaviours which is a characteristic of the individual, regardless of the situation.'</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
311/350	SUBMITTED TEXT	12 WORDS	100% MATCHING TEXT	12 WORDS
<p>is the interchange of thoughts and information to bring about mutual understanding.</p>		<p>is the interchange of thoughts and information to bring about mutual understanding.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

312/350	SUBMITTED TEXT	29 WORDS	100% MATCHING TEXT	29 WORDS
<p>Societies, in general, have many problems that affect their very survival such as crime, energy shortages, depletion of finite resources, health services, employment, political conflicts among nations, and so on. 2.</p>		<p>Societies, in general, have many problems that affect their very survival such as crime, energy shortages, depletion of finite resources, health services, employment, political conflicts among nations and so on.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
313/350	SUBMITTED TEXT	33 WORDS	87% MATCHING TEXT	33 WORDS
<p>the 'decision theory school of management' is not on people or environmental variables influencing the management behaviour but on the process of decision-making and the theory that all management thought could be built around it. 3.</p>		<p>the 'decision theory school of management.' The basic emphasis of this school is not on people or environmental variables influencing the management behaviour but on the process of decision-making and the theory that all management thought can be built around it.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
314/350	SUBMITTED TEXT	29 WORDS	100% MATCHING TEXT	29 WORDS
<p>Negative feedback indicates either that the implementation requires more time, resources, efforts or planning than originally thought or that the decision was a poor one and needs to be re-examined. 4.</p>		<p>Negative feedback indicates either that the implementation requires more time, resources, efforts or planning than originally thought or that the decision was a poor one and needs to be re-examined. 4.12</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
315/350	SUBMITTED TEXT	17 WORDS	79% MATCHING TEXT	17 WORDS
<p>s ability to handle a given situation and is based upon his skill in that particular area. 6.</p>		<p>s ability to handle a given situation and is based on the his skill in that given area.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
316/350	SUBMITTED TEXT	26 WORDS	100% MATCHING TEXT	26 WORDS
<p>Visual communication includes pictures, graphs, charts, etc. and is often used as a supplement to other forms of communication. Demonstrations and presentations are included in this form. 10.</p>		<p>Visual communication includes pictures, graphs, charts, etc. and is often used as a supplement to other forms of communication. Demonstrations and presentations are included in this form.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
317/350	SUBMITTED TEXT	20 WORDS	100% MATCHING TEXT	20 WORDS
<p>Perception is described as the process of making sense out of events. It is essentially a matter of personal judgement. 11.</p>		<p>Perception is described as the process of making sense out of events. It is essentially a matter of personal judgement.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

318/350	SUBMITTED TEXT	24 WORDS	100% MATCHING TEXT	24 WORDS
<p>Controls at every level focus on inputs, processes and outputs. It is very important to have effective controls at each of these three stages. 12.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Controls at every level focus on inputs, processes and outputs. It is very important to have effective controls at each of these three stages.</p>		
319/350	SUBMITTED TEXT	18 WORDS	100% MATCHING TEXT	18 WORDS
<p>The control process begins with the establishment of standards of performance against which organizational activities can be compared.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>The control process begins with the establishment of standards of performance against which organizational activities can be compared.</p>		
320/350	SUBMITTED TEXT	12 WORDS	83% MATCHING TEXT	12 WORDS
<p>Answers to 'Check Your Progress' Questions 9.9 Questions and Exercises 9.10 Further Reading 9.0 INTRODUCTION</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Answers to 'Check Your Progress'; 12.8 Questions and Exercises; 12.9 Further Reading References INTRODUCTION</p>		
321/350	SUBMITTED TEXT	167 WORDS	98% MATCHING TEXT	167 WORDS
<p>interdependent these positions are, the more difficult is the coordination. In such interlocking positions, it is advisable to have no more than five or six subordinates working under any one executive. 10. The organization should be simple and flexible: It should be simple because it is easier to manage and it should be flexible because it can quickly adopt to changing conditions. It should be such that it can easily be expanded or reduced as the times demand. Furthermore, simplicity would make the communication much easier, fast and accurate, which is necessary for successful organizations. While these principles, in general, apply to classical organizations as proposed by Frederick Taylor and Henry Fayol, and have been adopted to facilitate administration, some more recent principles have evolved which have become an integral part of most modern organizations. These new principles of participative decision making, challenging work assignments, management by objectives, decentralization of authority and so on have been integrated with the traditional ones. The idea is to stimulate creativity, encourage growth and optimize the utility of all resources in reaching the goals of the organization.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>interdependent these positions are. The more interdependent, the more difficult is the coordination. In such interlocking positions, it is advisable to have no more than five or six subordinates working under any one executive'. 5.4.10 The Organization should be Simple and Flexible It should be simple because it is easier to manage and it should be flexible because it can quickly adopt to changing conditions. It should be such that it can easily be expanded or reduced as the times demand. Furthermore, simplicity would make the communication much easier, faster and more accurate, which is necessary for successful organizations. While these principles, in general, apply to classical organizations as proposed by Frederick Taylor and Henry Fayol, and have been adopted to facilitate administration, some more recent principles have evolved which have become an integral part of most modern organizations. These new principles of participative decision making, challenging work assignments, management by objectives, decentralization of authority and so on have been integrated with the traditional ones. The idea is to stimulate creativity, encourage growth and optimize the utility of all resources in reaching the goals of the organization.</p>		

322/350	SUBMITTED TEXT	16 WORDS	100% MATCHING TEXT	16 WORDS
<p>some established guidelines that are common to all organizations that are structured in a classical form. 9.10</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>some established guidelines that are common to all organizations that are structured in a classical form.</p>		
323/350	SUBMITTED TEXT	12 WORDS	83% MATCHING TEXT	12 WORDS
<p>Answers to 'Check Your Progress' Questions 10.9 Questions and Exercises 10.10 Further Reading 10.0 INTRODUCTION</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>Answers to 'Check Your Progress'; 12.8 Questions and Exercises; 12.9 Further Reading References INTRODUCTION</p>		
324/350	SUBMITTED TEXT	62 WORDS	86% MATCHING TEXT	62 WORDS
<p>management by objectives' or MBO. The notions behind MBO were supported and made famous by Peter Drucker, who emphasized that 'business performance requires that each job be directed towards the objective of the whole business'. Even though it is comparatively a new area, a lot of attention has been paid to it, notably by John Humble in England and George Odiorne in America. MBO is a process</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>MANAGEMENT BY OBJECTIVES (MBO) The ideas behind MBO were advocated and popularized by Peter Drucker, who that 'business performance requires that each job be directed towards the objective of the whole business.' Even though it is comparatively a new area, a lot of attention has been paid to it, notably by John Humble in England and George Odiorne in America. MBO is a process</p>		
325/350	SUBMITTED TEXT	78 WORDS	91% MATCHING TEXT	78 WORDS
<p>goals. George Odiorne has explained the concept as follows: The system of management by objectives can be described as a process whereby the superior and subordinate managers of an organization jointly identify its common goals, define each individual's major areas of responsibility in terms of results expected of him and use these measures as guides for operating the unit and assessing the contribution of each of its members. MBO then can also be referred as management by results or goal management and is grounded on the presumption that</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>goals. George Odiorne has explained the concept as follows: 'The system of management by objectives can be described as a process whereby the superior and subordinate managers of an organization jointly identify its common goals, define each individual's major areas of responsibility in terms of results expected of him and use these measures as guides for operating the unit and assessing the contribution of each of its members.' MBO then can also be referred as Management by Results or Goal Management, and is based on the assumption that</p>		
326/350	SUBMITTED TEXT	85 WORDS	100% MATCHING TEXT	85 WORDS
<p>will be motivated to perform better and in a manner that directly contributes to the achievement of organizational objectives. John Humble seems to be highly excited about this new and challenging concept and defines MBO as 'A dynamic system which integrates the company's need to achieve its goals for profit and growth with the manager's need to contribute and develop himself. It is a demanding and a rewarding style of managing a business.' MBO by definition is a goal-oriented process and not a work-oriented process. Just being busy and doing work is</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>will be motivated to perform better and in a manner that directly contributes to the achievement of organizational objectives. John Humble seems to be highly excited about this new and challenging concept and defines MBO as 'A dynamic system which integrates the company's need to achieve its goals for profit and growth with the manager's need to contribute and develop himself. It is a demanding and a rewarding style of managing a business.' MBO by definition is a goal-oriented process and not a work-oriented process. Just being busy and doing work is</p>		

327/350	SUBMITTED TEXT	36 WORDS	91% MATCHING TEXT	36 WORDS
<p>is both an aid to planning as well as a motivating factor for employees. By its proper use, some of the planning errors can be eliminated or minimized. It is a comprehensive method based upon decided objectives</p>		<p>is both an aid to planning as well as a motivating factor for employees. By its proper use, some of the planning errors can be eliminated or minimized. It is a comprehensive system based upon set objectives</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
328/350	SUBMITTED TEXT	33 WORDS	52% MATCHING TEXT	33 WORDS
<p>and the amount or rewards for each member would be decided by the degree of achievement. This results in a just appraisal method. Moreover, a fine MBO plan includes regular and one-to-one superior-subordinate interaction and</p>		<p>and the extent or rewards for each member would be determined by the degree of achievement. This leads to a fair appraisal system. Additionally, a good MBO plan involves regular and face-to-face superior-subordinate communication and</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
329/350	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>Some of the elements in the MBO process can be</p>		<p>Some of the elements in the MBO process can be</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
330/350	SUBMITTED TEXT	33 WORDS	71% MATCHING TEXT	33 WORDS
<p>Central goal setting: The first fundamental phase in the MBO process is the determination and elucidation of organizational objectives which are established by the central management, generally in consultation with the other managers. These objectives</p>		<p>Central goal setting The first basic phase in the MBO process is the defining and clarification of the organizational objectives. These are set by the central management and usually in consultation with the other managers. These objectives</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
331/350	SUBMITTED TEXT	54 WORDS	40% MATCHING TEXT	54 WORDS
<p>this process, both group managers and top managers are together involved. Once these goals are established clearly, they should be communicated to all the employees of the organization to be clearly comprehended by them. 2. Manager-subordinate involvement: When the goals of the organization have been established and determined, the subordinates engage with the managers in setting their personal goals.</p>		<p>This process gets the group managers and the top managers to be jointly involved. Once these goals are clearly established, they should be made known to all the members of the organization and be clearly understood by them. 6.9.1.2 Manager-subordinate involvement After the organizational goals have been set and defined, the subordinates work with the manager in setting their individual goals.</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

332/350	SUBMITTED TEXT	46 WORDS	31% MATCHING TEXT	46 WORDS
<p>the subordinates in discussion with the individuals who comprise this unit. This way all participate in the setting of goals. 3. Matching goals and resources: Objectives by themselves carry no meaning until we have the resources and means to accomplish those objectives. Accordingly, management must ensure that subordinates are supplied with</p>		<p>The subordinates must set goals in consultation with the individuals who comprise their unit. In this manner, everyone gets involved in the goal setting. 6.9.1.3 Matching goals and resources The objectives in themselves do not mean anything unless we have the resources and means to achieve then. Accordingly, management must make sure that the subordinates are provided with</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
333/350	SUBMITTED TEXT	17 WORDS	58% MATCHING TEXT	17 WORDS
<p>goal setting, allocation of resources must be performed after consulting with the subordinates. 4. Freedom of implementation: Manager–subordinate</p>		<p>goal setting, the allocation of resources should also be done in consultation with the subordinates. 6.9.1.4 Freedom of implementation The manager–subordinate</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
334/350	SUBMITTED TEXT	22 WORDS	100% MATCHING TEXT	22 WORDS
<p>As long as these means are within the larger framework of organizational policies, there should be minimum interference by the superiors. 5. Review and</p>		<p>As long as these means are within the larger framework of organizational policies, there should be minimum interference by the superiors. 6.9.1.5 Review and</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
335/350	SUBMITTED TEXT	55 WORDS	92% MATCHING TEXT	55 WORDS
<p>However, the performance appraisal at these intermediate reviews should be conducted, based upon fair and measurable standards. These reviews will also assist the manager and the subordinates to modify either the objectives or the methods, if necessary. This increases the chances of success in meeting the goals and makes sure that there are no surprises at the final appraisal.</p>		<p>However, the performance appraisal at these intermediate reviews should be based on fair and measurable standards. These reviews will also assist the manager and the subordinates to modify either the objectives or the methods, if necessary. This increases the chances of success in meeting the goals and makes sure that there are no surprises at the final appraisal. 6.9.2</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				
336/350	SUBMITTED TEXT	16 WORDS	100% MATCHING TEXT	16 WORDS
<p>Advantages of MBO Henri Tosi and Stephen Carroll have done extensive work in this area and</p>		<p>Advantages of MBO Henri Tosi and Stephen Carroll have done extensive work in this area and</p>		
<p>SA Principles of Management.pdf (D165734071)</p>				

337/350	SUBMITTED TEXT	67 WORDS	93% MATCHING TEXT	67 WORDS
	<p>the pros and cons of MBO. Some of the advantages of MBO are as follows: 1. Since MBO is a result-oriented process and focusses on setting and controlling goals, it encourages managers to do detailed planning. As the planning process is improved, it helps in a better overall management system. 2. Both the manager and the subordinates know what is expected of them and hence there is no role ambiguity or confusion. 3.</p>		<p>the pros and cons of MBO. Some of the advantages of MBO are: 1. Since MBO is a result-oriented process and focuses on setting and controlling goals, it encourages managers to do detailed planning. As the planning process is improved, it helps in a better overall management system. 2. Both the manager and the subordinates know what is expected of them and hence there is no role ambiguity or confusion. 3.</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

338/350	SUBMITTED TEXT	185 WORDS	94% MATCHING TEXT	185 WORDS
	<p>managers are required to establish measurable targets and standards of performance and priorities for these targets. Since these measurable targets are tailored to the particular abilities of the subordinates, it obtains maximum contribution from them thus providing optimum utility of human resources. In addition, the responsibilities and authority of the personnel is clearly established. 4. It makes individuals more aware of the company goals. Most often the subordinates are concerned with their own objectives and the environment surrounding them, whereas with MBO, the subordinates feel proud of being involved in the organizational goals. This boosts their morale and commitment. 5. MBO often highlights the areas in which the employees need further training. By taking keen interest in the development of skills and abilities of subordinates, the management provides an opportunity for strengthening those areas needing further refinement thus leading to career development. 6. The system of periodic evaluation lets the subordinates know how well they are doing. Since MBO puts strong emphasis on quantifiable objectives, the measurement and appraisal can be more objective, specific and equitable. These appraisal methods are superior to trait evaluation, which is based upon factors such as cooperation, likeability, self-discipline, loyalty, etc., since they focus on results and not on</p>		<p>Managers are required to establish measurable targets and standards of performance and priorities for these targets. Since these measurable targets are tailored to the particular abilities of the subordinates, it obtains maximum contribution from them thus providing optimum utility of human resources. In addition the responsibilities and authority of the personnel is clearly established. 4. It makes individuals more aware of the company goals. Most often the subordinates are concerned with their own objectives and the environment surrounding them. But with MBO, the subordinates feel proud of being involved in the organizational goals. This improves their morale and commitment. 5. MBO often highlights the area in which the employees need training. By taking a keen interest in the development of skills and abilities of subordinates, the management provides an opportunity for strengthening those areas needing refinement thus leading to career development. 6. The system of periodic evaluation lets the subordinates know how well they are doing. Since MBO puts strong emphasis on quantifiable objectives, the measurement and appraisal can be more objective, specific and equitable. These appraisal methods are 98 Self-Instructional Material Organizing-II NOTES superior to trait evaluation which is based upon factors such as cooperation, likeability, self-discipline, loyalty, etc., since they focus on results and not on</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

339/350	SUBMITTED TEXT	17 WORDS	88% MATCHING TEXT	17 WORDS
	<p>being more objective can be highly morale boosting. 7. It improves communication between management and subordinates. This continued feedback</p>		<p>Being more objective the MBO evaluation system can be highly morale- boosting. 7. It improves communication between management and subordinates. This continued feedback</p>	
	<p>SA Principles of Management.pdf (D165734071)</p>			

340/350	SUBMITTED TEXT	20 WORDS	MATCHING TEXT	20 WORDS
	ambiguities and it helps in the process of control so that any deviations can be easily and quickly corrected. Disadvantages of MBO		ambiguities and helps in the process of control so that any deviations can be easily and quickly corrected. 6.9.3 Disadvantages of MBO 1.	
	SA Principles of Management.pdf (D165734071)			

341/350	SUBMITTED TEXT	25 WORDS	100% MATCHING TEXT	25 WORDS
	disadvantages of MBO: 1. In a classical established structure of our organizations, the authority flows from top to bottom. This creates discipline and better performance. Hence,		Disadvantages of MBO 1. In a classical established structure of our organizations, the authority flows from top to bottom. This creates discipline and better performance. Hence	
	SA Principles of Management.pdf (D165734071)			

342/350	SUBMITTED TEXT	236 WORDS	93% MATCHING TEXT	236 WORDS
	the top management is usually reluctant to support the process of MBO in which their subordinates would take equal part. Accordingly, MBO can only succeed if it has the complete support of top management. 2. MBO may be resented by subordinates. They may be under pressure to get along with the management when setting goals and objectives and these goals may be set unrealistically high. This may lower their morale and they may become suspicious about the philosophy behind MBO. They may seriously believe that MBO is just another of the management's ploy to make the subordinates work harder and become more dedicated and involved. 3. The emphasis in MBO system is on quantifying the goals and objectives. It does not leave any ground for subjective goals. Some areas are difficult to quantify and even more difficult to evaluate. 4. There is considerable paperwork involved and it is time consuming for the manager. Too many meetings and reports add to the manager's responsibility and burden. Some managers may resist the program because of this increased paperwork. 5. The emphasis is more on short-term goals. Since the goals are mostly quantitative in nature, it is difficult to do long-range planning because all the variables affecting the process of planning cannot be accurately forecast, due to constantly changing socio-economic and technological environment, which affect the stability of goals. 6. Most managers may not be sufficiently skilled in interpersonal interaction such as coaching and counselling, which is extensively required. 7. The integration of MBO system with other systems such as forecasting and budgeting,		the top management is usually reluctant to support the process of MBO in which their subordinates would take equal part. Accordingly MBO can only succeed if it has the complete support of the top management. 2. MBO may be resented by subordinates. They may be under pressure to get along with the management when setting goals and objectives and these goals may be unrealistically high. This may lower their morale and they may become suspicious about the philosophy behind MBO. They may seriously believe that MBO is just another of the management's ploy to make the subordinates work harder and become more dedicated and involved. 3. The emphasis in the MBO system is on quantifying the goals and objectives. It does not leave any ground for subjective goals. Some areas are difficult to quantify and even more difficult to evaluate. 4. There is considerable paperwork involved and it takes too much of the manager's time. Too many meetings and too many reports add to the manager's responsibilities and burden. Some managers may resist the programme because of this increased paperwork. 5. The emphasis is more on short-term goals. Since the goals are mostly quantitative in nature, it is difficult to do long-range planning because all the variables affecting the process of planning cannot be accurately forecast due to constantly changing socio- economic and technological environment which affects the stability of goals. 6. Most managers may not be sufficiently skilled in inter-personal interaction such as coaching and counselling which is extensively required. 7. The integration of MBO system with other systems such as forecasting and budgeting,	
	SA Principles of Management.pdf (D165734071)			

343/350	SUBMITTED TEXT	61 WORDS	100% MATCHING TEXT	61 WORDS
<p>is very poor. This makes the overall functioning of all systems more difficult. 8. Group goal achievement is more difficult. When the goals of one department depend on the goals of another department, cohesion is more difficult to obtain. For example, the production department cannot produce a set quota if it is not sufficiently supplied with raw materials and personnel. Suggestions for improving the effectiveness of MBO</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>is very poor. This makes the overall functioning of all systems more difficult. 8. Group goal achievement is more difficult. When the goals of one department depend on the goals of another department, cohesion is more difficult to obtain. For example, the production department cannot produce a set quota if it is not sufficiently supplied with raw materials and personnel. 6.9.4 Suggestions for Improving the Effectiveness of MBO 1.</p>		
344/350	SUBMITTED TEXT	31 WORDS	100% MATCHING TEXT	31 WORDS
<p>The objectives should be clearly formulated, should be realistic and achievable. For example, it is not realistic for the R & D department of an organization to set a goal of, say,</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>The objectives should be clearly formulated, should be realistic and achievable. For example, it is not realistic for the R&D department of an organization to set a goal of, say, 10</p>		
345/350	SUBMITTED TEXT	30 WORDS	100% MATCHING TEXT	30 WORDS
<p>inventions per year. These goals should be set with the participation of the subordinates. They must be properly communicated, clearly understood and accepted by all. MBO works best when goals are accepted. 3.</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>inventions per year. These goals should be set with the participation of the subordinates. They must be properly communicated, clearly understood and accepted by all. MBO works best when goals are accepted.</p>		
346/350	SUBMITTED TEXT	22 WORDS	100% MATCHING TEXT	22 WORDS
<p>being added to them. Felix M. Lopex has observed, 'When an organization is managed by objectives, it becomes performance oriented. It grows and</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>being added to them. Felix M. Lopex has observed, 'When an organization is managed by objectives, it becomes performance oriented. It grows and</p>		
347/350	SUBMITTED TEXT	29 WORDS	100% MATCHING TEXT	29 WORDS
<p>becomes socially useful.' 4. The goals must be continuously reviewed and modified as the changed conditions require. 'The review technique should be such that any deviations are caught early and corrected'. 5. All</p> <p>SA Principles of Management.pdf (D165734071)</p>		<p>becomes socially useful'. 4. The goals must be continuously reviewed and modified as the changed conditions require. The review technique should be such that any deviations are caught early and corrected. 5. All</p>		

348/350	SUBMITTED TEXT	20 WORDS	97% MATCHING TEXT	20 WORDS
	methods of reviews and evaluation of performance and provisions to include any feedback that may be given. 6. MBO system is		methods of reviews and evaluation of performance and provisions to include any feedback that may be given. 6. The MBO system is	
	SA Principles of Management.pdf (D165734071)			

349/350	SUBMITTED TEXT	37 WORDS	100% MATCHING TEXT	37 WORDS
	based upon sound organizational and psychological principles. Hence, it should be totally accepted as a style of managing and should be totally synthesized with the organizational climate. All personnel involved must have a clear understanding of their role authority and		based upon sound organizational and psychological principles. Hence it should be totally accepted as a style of managing and should be totally synthesized with the organizational climate. All personnel involved must have a clear understanding of their role, authority and	
	SA Principles of Management.pdf (D165734071)			

350/350	SUBMITTED TEXT	12 WORDS	100% MATCHING TEXT	12 WORDS
	expectations. The system should be absorbed totally by all members of the organization.		expectations. The system should be absorbed totally by all members of the organization. 6.10	
	SA Principles of Management.pdf (D165734071)			