

- final section — comparative method — weaknesses, virtues, peculiarities of other systems — allayed fears on import of foreign systems — borrow some aspects — more efficient admin methods
- democracy to meet challenge of chaos from within and force from without
- Riggs — Wilson — loyal to democracy — won't have approved export of admin technology to non-dem countries — would have recommended prioritizing political development — Wilson was aware of political context of admin reform & dev admin.
- Heady — no restriction on export of admin technology — Exclusive attention to import circumstances
- CONCLUSION
 - SoA — Birth of PA as self-conscious enquiry
 - recognized field of study ✓
 - uncertainty about actual substance — SoA ✓
 - Waldo — inconsistency — Separability & inseparability ✓
 - too general, broad, vague — SoA — ambivalence on many issues ✓
 - Van Riper — ascribes initial ver. of Amer. Admin. study to Founding Fathers — not Wilson
 - Notwithstanding limitations, work "seminal" ✓

of powder

<HENRI FAYOL>

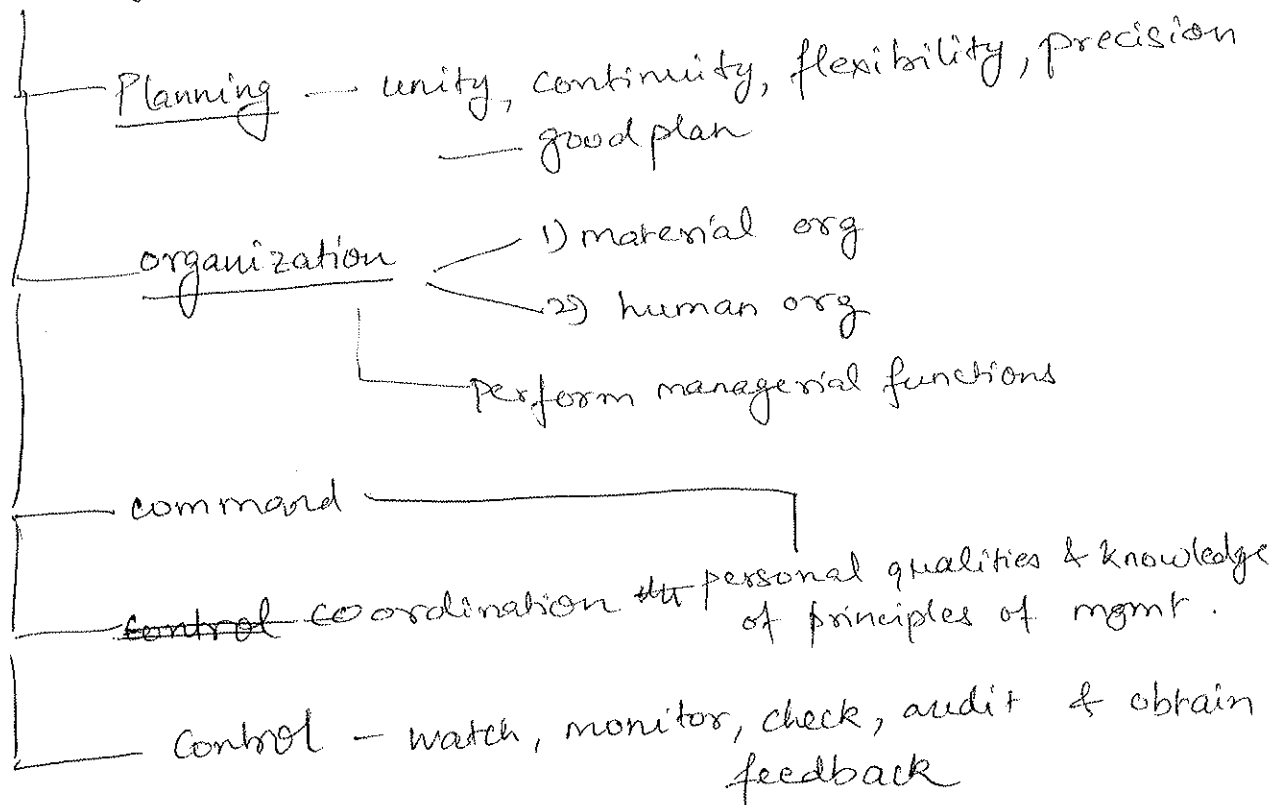
- founder of the 'Management Process School' ✓
- Fayol preceded Taylor but his works reached ~~America~~ countries outside Europe late — translation into English
- Scientific management — for long considered an American invention — Taylor — but — European management thought — Fayol. ✓
- A19 — Administration Industrielle et Generale — France — 1916 — English speaking countries — 1929
- 1841 — French middle class — mining engs — S.A. Commentry Fouchambault — 1860 — MD — 1888 — 1918 — remained Dir. till death — 1925
- as MD — company — bankruptcy — out of — success — Urwick states — "one of the romances of French Industrial history"
- Cartesian Philosophy, Adam Smith's work — influenced Fayol — functionalism — Adam Smith's ideas on division of labor.
- bulk of ideas — his reflections ~~has~~ managers
- GIM — General and Industrial Management — 1916 — still frequently reprinted

— paper on "Theory of Admin in State" — major contribution

Basic Ideas

— Administrative Theory — universal — no demarcation/distinction between management & Pub Ad — false & misleading —
~~had~~ broadened the field of admin science —
intention was to initiate a theoretical analysis appropriate to a wide range of organizations

— ideas about managerial activities — in context with industrial undertakings — six groups of activities — technical, Commercial, Financial, Security, Accounting, Managerial.



- principles of mgmt — not rigid — capable of adaptation to various enterprises and settings
- fourteen principles derived from discussion of mgmt. theory,
 - division of labour — splⁿ of labour — better work
 - authority & responsibility — commensurate
 - discipline — obedience — standing agreement — firm and employees
 - Unity of command — only one boss
 - unity of direction — one head, one plan for each activity
 - General Interest > Individual interest
 - Remuneration of Personnel
 - Centralisation
 - Scalar Chain (Hierarchy)
 - Order (Placement)
 - Equity — based on kindness and justice in employer-employee relations.
 - Stability of tenure of personnel
 - Initiative — think afresh — motivator
 - Esprit de corps



— need for training — right from school — continuous process — inservice training — superior officer — teachers

— gang plank — need for level jumping — less relevant to govt agencies



Fayol v/s Taylor

- both pioneers of scientific management
- theory based on observation of practical issues
- Fayol — stable European pattern of life — Taylor — dynamic capitalist industrial org @ USA
- Taylor — specific mgmt. principles — to be used directly in production. Fayol — general theory of ~~mgmt~~ admin. — applied to top mgmt. level — mgmt not viewed as workshop mgmt by Fayol — unlike Taylor — but universal set of principles applicable to any type of functional & org setting
- despite dissimilarities — complementary — need to arrange material, processes, resources & ppl into a structural hierarchy that is more or less permanent.
 - ↳ starting point for accomplishing org. objectives
- mechanistic approach — remains useful — combined with behavioral sciences

- Criticism — structuralists — Fayol neglected structural aspect while — attention — functional classification.
- Peter Drucker — major critic — imposing 'ideal' 'universal' mechanistic model on living biz — 14 principles — great deal of overlapping
- Functionalism — empirically expedient — but — deficient in design and logic — takes single dimension of mgmt to determine all facets of org structure around it — narrow empirical base — Fayol — for generating full fledged theory
- modern businesses, — larger, complex, dynamic, _{orgs}
more enterpreneurial than typical mining firms of Fayol's time — demand performance capabilities > ~~Fayol's~~ functional principles. — limitation of functionalism
 — ∴ should be used only as one of several principles — ^{not for} for larger & innovative orgs.
- unity of command — dysfunctional to org — recent critics — chief executive ~~executive~~ — probs of coordination
- Value judgments — 'should', 'ought' statements — lack of experimental basis — Barnard & Simon
- participant behavior departs from planned behavior

functionalist Fayol

— Fayol's contri' to Admn Theory —

- rudiments of both Weber — soc. sc. generaliz. — Taylor — empiricism
- predilection — macro level theory — Weberian flavor
- univ. sc. of mgmt — 'commerce, indu, pol, rel, war, philanth.'
- pragmatic approach — success of enterprise —
~~pr~~ simple methods — logical & coherent (like Taylor)
- rational sys. of org — primary goal of org — objective
- mgmt — made of functions — pioneers
- emp. — higher levels — technical knowledge ↓ —
admn skill & knowledge ↑
- principles still used — unity of direction —
unity of command — authority & responsibility
- still best way to structure small biz
- Albers — Fayol not ignorant of human factor —
human relations approach with employees as C.Exec,
- Broader HR conception than Taylor
- Bestram Gross — personnel is for Fayol the essence
of Org
- Fayol — no rigid rules — mgmt affairs — vices subject to
improvements, revision — Fayol admitted

Administrative thought

- ✓ 1. Scientific Management and Sc. Mgmt. Movement ✓
2. classical Theory
3. Weber's bureaucratic model - its critique & post-Weberian dev's
4. Dynamic administration (Mary Parker Follet)
5. Human Relations School (Elton Mayo & others)
6. Functions of the Executive (C.I. Barnard)
7. Simon's decision - making theory
8. Participative mgmt. (R. Likert, C. Argyris, J. McGregor)

August 10, 1949

Dear Mr. [Name] [Address] [City] [State] [Zip]

Dear Mr. [Name]:

I am writing to you regarding [Topic]

[Text]

[Text]

[Text]

[Text]

[Text]

<SCIENTIFIC MANAGEMENT>

Fredrick Winslow Taylor

— turn of 20th century — first serious effort — researches in mgmt. of industry in USA — FW Taylor — not a pioneer but first to directly analyze work methods — "best mgmt. is true science" — applicable to all human activities — Father of scientific management + pioneer of modern management approaches and techniques

Born in Germany — 1856 — educated @ France & Germany — passed Harvard entrance exam with hon — couldn't continue — impaired eyesight — studying by kerosene light — age 18 — apprentice @ Enterprise hydraulic work @ Philadelphia — 4 years — mech engg — Chief engr — Midvale — 1890 — GM of Mann. Inv. Comp. — Maine — Invented production technologies — 1901 onwards to 1915 — scientific mgmt techniques

late 19th century — managerial class — American biz — mgmt practices — from day to day problem solving — to all inclusive — comprehensive — long-run approach — ~~we~~ encounter new problems — prominent leaders — Henry Metcalf — Henry R. Towne —

unified system of mgmt — Towne — 1886 — "~~The Sc. of mgmt~~" — ~~ASME~~ "The Engr. as an Economist" — ASME — Taylor — inspired — papers — A Piece-Rate System (1895) — Shop Mgmt (1903) — Art of Cutting Metals (1906) — Principles of Sc. Mgmt (1911)

Towne
called it Sc. of Mgmt

Piece Rate System — outstanding control — wage payment principles

- a) Observation and analysis of work
through time study to set the 'rate' or standard
- b) differential rate system of piece work
- c) paying men & not positions

Shop Mgmt. — Work shop org. & mgmt. — focussed attention to his philosophy of mgmt.

- 1) objective of mgmt — $\uparrow$ wages + $\downarrow$ ^{unit} production costs
 $\Rightarrow \uparrow$ industrial efficiency
- 2) apply sc. methods of research & experiment to mgmt problems.
- 3) Standardization of work conditions & placing of workers on basis of scientific criteria
- 4) formal training & specific instructions to workers
— to perform prescribed motions — with standrd tools
- 5) $\&$ mgmt $\leftrightarrow$ workers — friendly cooperation — scientific system of labour org.

— Taylor — new & total concept of mgmt — traditional managers — from authoritarian — to — ~~so~~ broader view of job — Comprehensive — responsibility — planning — organising — controlling

— Studies at Midvale — mgmt defects —

— no clarity — worker — mgmt responsibilities

— lack of — effective work standards

— soldering of work by workers

— natural

— systematic

} ⇒ restricted output

— failure — proper designing of jobs

— lack — proper incentives to overcome soldering

— mgmt decisions — unscientific — hunch — intuition —
past experience — rule of thumb

— lack — proper studies — division of work — depts

— placement — without considering — ability, aptitude,
interest

— labor — ~~was~~ management conflict — science of work studies —

26 years — 30,000 experiments; 200,000 \$, — HSS Steel —

Midvale & Bethlehem — ASME — paper — Art of Cutting

Metals — most remarkable ever — breakthrough in
dev of American Industry

— motion & time study expts — how — workers handle equip —

coordinated syst. of shop mgmt. — scientific determination
of workers' ability in dealing with equip & materials —
true beginning of Sc. Mgmt.

- shop system - controlled conditions - time taken - task - controlled methods - ^{right} ways to perform tasks - stopwatch - empirically instead of traditionally
- sc. method of selection - effective supervision of worker + ~~env~~ environ - match ~~worker~~ abilities with job - personnel mgmt.

Taylor's concept of Mgmt - principal object - max prosperity for all - sc. mgmt → no inherent conflict of interests - primary concern - results of ↑ productivity - benefit all

Also, mgmt - take responsibility - determining standards, planning, org, contr., devising incentive schemes

Principles of Sc. Mgmt

close collab + deliberate coop - worker-mgmt - sc. ~~princ~~ methods application - society prosperity; Mgmt philosophy - mutual interests + 4 basic principles -

- 1) Dev of True Sc. of wrk
- 2) Sc. selection & progressive dev of workman
- 3) bringing tog. sc. of work + sc. selected ^{trained} workmen
- 4) division of work + responsibility - mgmt works

- Dev of true science of work - science $\leftrightarrow$ organized knowledge - every act of worker - science - interest of mgmt & worker - large daily task - optimum conditions - fair day's work - traditional knowledge of worker - gather - tabulate - classified - reduced - rules - laws - one best way of doing job - production $\uparrow$ - wage $\uparrow$ - profit $\uparrow$
- Scientific selection & prog. dev of workmen - scientific selection - physical - intellectual - aptitude, - capabilities - nature - performance - limitations - possibilities - potential in every worker - systematic & thorough training - resp. of mgmt - opportunities for advancement - realization of capacities - employees - accept new methods, tools & conditions enthusiastically
- bringing together - ... - inspire workers - mgmt responsible - this process causes MENTAL REVOLUTION
- Division of work & resp. - mgmt & worker
traditional mgmt theory - less resp. with mgmt - Taylor's sc.
mgmt - equal resp b/w mgmt & worker - equally busy - understanding & mutual dependence - constant & intimate cooperation - elimination of strikes / conflicts.

Philosophy of above principles —

- (i) Science, not rule of thumb
- (ii) Harmony, not discord
- (iii) Cooperation, not individualism
- (iv) Max output, not restricted output
- (v) Development in each greatest efficiency and prosperity

Functional Foremanship — doubted efficacy — linear — military type of ~~system~~ org — replaced with functional foremanship — worker — orders from — 8 narrowly specialized supervisors — 4 planning, 4 execution — division of work at supervisory level as well — training quick — specialization easy — concept applied — staff specialist in line and staff concept

— 9 qualities of good foreman — education, special/technical knowledge, dexterity, strength, grit, honesty, tact, energy, good health, judgement

— Other mechanisms to support principles of sc. mgmt —

time study, standardization, planning room/dop, exception principle in mgmt, slide rules — time saving, instruction cards, task idea — bonus on success, differential rate, mnemonic systems — classifying products & implements, routing system, modern cost system, etc.

- efficiency — wages — costs — time/motion study — for foremanship
- not sc. mgmt — but useful adjuncts to sc. mgmt and other systems of mgmt as well.
- mental rev — wksr-mgmt — mutual coop. — mutual interest — mutual prosperity → sc. mgmt. possible
- revolution — mental attitude — both sides — jointly wrk on increasing surplus — not fight on how to divide — increase surplus — unnecessary to quarrel — wages ↑ profits ↑ — shoulder to shoulder rather than pulling against — coop — helpfulness — ample room — wages & profit

Criticism

trade unions against — Taylorism destroying — trade unionism & collective bargaining — menace — unemployment — 1912 — special committee — House of Rep — investigate — favored none — 1915 — amendment — Army App. Act — banned stopwatches, bonuses

Robert Hoxie — USCIB — mechanistic — no human aspects — basic ideals — sc. mgmt — labour unionism — incompatible

Managers — education was necessary in Taylor's method (+ training)
— qualified/unqualified to manage

Oliver Sheldon, Mary Parker Follet, Sam Lewis John, Elton Mayo, Peter Drucker & others — human factor missing

— criticism — led to — expts — ~~human~~ so industrial sociology & social psychology — Hawthorne expts — Mayo

- Taylor - men were generally lazy - Brown - social and psal conditions of job to blame
- Elton Mayo - Hawthorne investigations - emotional att of workers towards work & colleagues imp
- another criticism - minute division of work - depersonalized - worker mere cog in machine - lack of sense of participation - automation of workers - physiological & neurological consequences
- ~~applied by Peter Drucker - org - poor engg - relations - efficiency - output~~
- sep b/n planning & executive - team spirit ↓ - participation of workers in progress ↓
- division & subdivision of work - law of diminishing returns
- Herbert A. Simon & March - physiological org theory

Conclusion Despite limitations - supremely important

- pioneer - first - better performance - quant techniques - sc. mgmt - OR - time - method - ~~eg~~ etc. - heritage - movement - young engs - sc. - industry - spread - Europe - Russia - curriculum - engs

<MAX WEBER>

Study of administrative sciences - bureaucracy - significant - power-control tandem - organised situations - Weber - unique place - diversified fields of study - immortality - half century - either different versions or attempts to contradict - Weberian - point of beginning - legitimacy & domination - basis - further studies.

Law student - papers on social, political, economic factors - Eco prof - Fideburg - Heidelberg - urge - analysis - systematised study - 13 yrs age - practical > theoretical - progressive outlook yet conservative at heart. - writings reflect social conditions of Germany at the time - power politics

Power, control, authority

Power - in a social relationship, will enforced despite resistance
And such exercise of power becomes controlled.

vested control authority → specific command - obedience - specific individuals → structuring of human groups

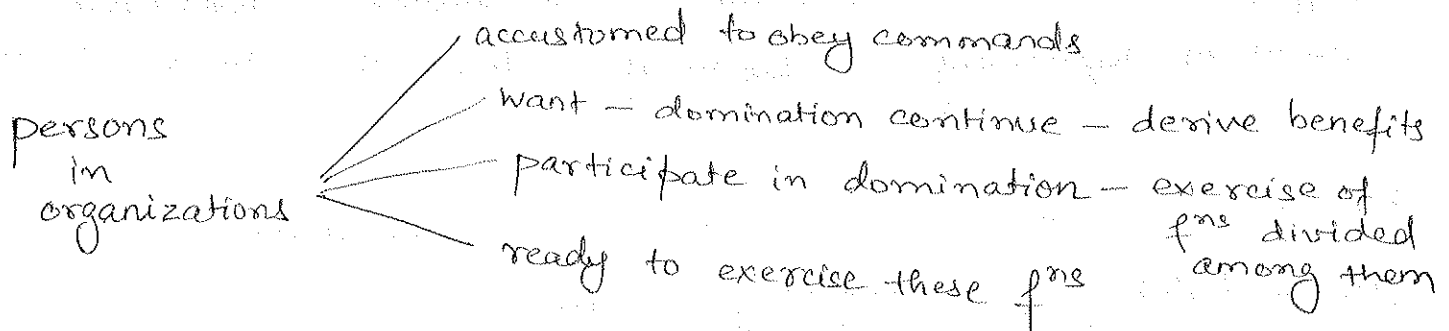
Authority ≡ authoritarian power of command

components

- 1) Ruler
- 2) Ruled
- 3) Will of rulers to influence conduct of ruled & expression of that will
- 4) evidence of influence of rulers - objective degree of command
- 5) evidence - subjective acceptance - ruled obey command

Authority - exists - when accepted as legitimate - by ruled

Weber - "All administration means domination"



Authority:

3 states of legitimacy

Legal Authority - rules applied judicially + accordance with ascertainable principles - valid for all members -

superiors - exercise power - appointed/elected - legal procedure
- maintain legal order - subjects - obey law - apparatus that implements - subject to same principles - continuous org -
subject to rules - delimit authority - necessary control over its exercise

Traditional - legitimacy - acceptance - hoary past - Masters - Followers -
Customs - inherited status - personal arbitrariness - pious regard -
time-honoured status - loyalty - patrimonial regime - whims and fancies of master - legitimized in name of tradition

Charismatic - leader - prophet - hero - demagogue - magical powers -
heroism - extraordinary gift - qualities - Charisma & its acceptance
- Legitimacy - disciples/followers - devotion - likes/dislikes of leader

Bureaucracy - French economist M. de Gournay - coined - 18th cent.

British social scientists - 19th cent - J.S. Mills, Mosca, Michels -

Weber - 1st social sc - systematic study - 6th and its characteristics

- "administrative body of appointed officials" - patrimonial (traditional & charismatic) & legal-rational ← Weberian model

* characteristics of bureaucracy: Pg 81, Prasad & Prasad.

Characteristics of the official - personally free - contractual official position - authority as per impersonal rules - faithful execution of official duties - placement as per qualifications - full time occupation - regular salary - regular advancement

Weber - legal rational bureaucracy - superior - admin systems - permanent & indispensable

Main elements - Impersonal order - Rules - Sphere of Competence - Hierarchy - Personal and Public ends - Written Docs

Impersonal order - Merton - "authority inheres in the office and not in the official" - depersonalization - act on behalf of organization - not likes/dislikes

Rules . — Weber — applicable to all — prevent arbitrariness — efficiency — avoid mistakes — Merton — means becomes an end itself — Rules become more important than the game — also cause procedural delays — complications in admin .

Sphere of Competence — 1) obligation to perform functions
2) authority & function 3) means of compulsion subject to definite conditions in their uses .

Hierarchy — chain of command — vertical coordination — efficiency — higher level — broader mental horizon

Personal and Public ends — no ownership — means of production or administration . — no appropriation of official position — necessary checks on bureaucrats — relevant to any system

Written Docs : acts, decisions, rules — recorded in writing — even — if oral discussion is rule / mandatory — Docs make admin accountable — ready reference — future action

- selection of technically qualified ppl - fixed salary - money - full time - promotion - discipline - control - Weber - monocratic bureaucratic org - capable - highest degree of efficiency.

CRITICISM

- rationality?
- different places, changing times - suitability
- efficiency - maximum?

Robert Merton - dysfunctional

Phillip Selznick - sub units - own goals - conflict - org -

both - Weberian org structure - insufficient -
 b^{cr} behavior - social beings -
 1930s - insights - behavioral - industrial sociology

Talcott Parsons (translator - Wirtschaft & Gesellschaft)

↓
 not always possible to ensure - high position = prof. skill

└ whom to obey - one with right to command
 greater expertise

Simon & March - Weber - classical - Gulick, Urwick -
 no behavioral asp.

Alvin Gouldner — bureaucracy — punishment centered
— representative
— orientation/compliance — rules — environmental factors — Weberian model does not consider

Rudolf — complains — rational machine — admin — officials — technical functionaries

Reinhard Bendix — biographer of Weber — adherence to rule not possible without intrusion of general soc & pol values — attitudes play dominant role

Peter Blau — different places and times — perpetual change — bureaucratic structure — adapt/adopt behavior — purposes of organization — individual — efficiency — not by tethering to rigid rules.

Robert Presthus — human motivations can't be subsumed

William Delaney — Patrimonial more conducive — underdeveloped societies — economic growth

Joseph La Palombara — Russian & Chinese methods — effective — developing societies

- H.C. Creel & A.B. Spitzer - not a modern phenomenon -
China - 200 BC - French Prefect - 19th Century
- Weber - as far as Egyptian civ - Gouldner - Weber - constant elements - regardless - social structures
- Fredrick Burin - doctrines of accountability, public liability
- ignored
- Simon and Barnard - efficiency ↓ - Weber - efficiency ↑ -
informal relations
- Gouldner - internal inconsistencies {
 - claims of expertise
 - claims of obedience
- La Palombara - India - ICS - not useful as development
entrepreneurs - rigidly tied - status -
hierarchy - impartiality
- William Delaney - little applicability outside Europe, US, cmmwth
- Selznick - bureaucrats - become - power mongers -
clandestine motives - neutrality compromised -
political activity around
- hierarchy - mutual suspicion - team spirit ↓
- documents - expert - glorified clerk - formalism -
excessive - efficiency ↓