

Administrative Theory

Dr. Mahesh Chand Gothwal

Associate Professor, Public Administration, Babu Shobha Ram Govt. Arts College, Alwar, Rajasthan, India

ABSTRACT

The administrative theory started a long time ago. It studies how managers run organizations. It sees how organizations handle problems. The main goal is to make organizations work better.

- Henri Fayol and Max Weber were two early thinkers. Henri Fayol made 14 rules for managers. Max Weber saw three types of authority in workplaces. He studied how bureaucracy forms in big organizations.
- Later thinkers improved on these ideas. They made new theories about decision-making, communication, motivation, and leadership. Some theories are scientific management by Frederick Taylor. He tried to make work more efficient. There is a bureaucracy theory by Max Weber. He explained how big organizations work. There is Theory X and Theory Y by Douglas McGregor. He showed two types of managers. There is contingency theory. It says the best structure depends on the situation. One style does not fit all.
- Administrative theory gives a plan for how to set up and manage organizations. Theories aim to find timeless rules and new ideas to make work better. Theories help make a good work environment and strong teams. But theories also have limits. Managers must use theories wisely for their own situations.

KEYWORDS: administrative, theory, organization, managers, communication, leadership

INTRODUCTION

Administrative theory helps us understand how to manage organizations better. It started a long time ago with the ideas of early thinkers. Two main people began administrative theory. They are Henri Fayol and Max Weber.[1,2,3]

- Henri Fayol lived from 1841 to 1925. He worked as a mining engineer and business manager in France. Fayol noticed problems in how organizations were managed. He wanted to improve efficiency and reduce waste. He studied the work of managers and thought about how organizations could run better.
- In 1916, Fayol wrote a book with his ideas. He created 14 principles of management. His principles cover areas like division of work, authority, discipline, unity of command, and subordination of individual interests. Fayol said all activities in a business could be brought under these principles. His work helped create the first model for management.

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- Max Weber lived from 1864 to 1920. He was a German sociologist. Weber studied large organizations and bureaucracy. He identified three types of authority that allow organizations to function: traditional authority, charismatic authority, and legal-rational authority. Traditional authority comes from customs. Charismatic authority comes from a leader's charm. Legal-rational authority comes from rules and procedures.
- Weber saw the advantages and disadvantages of bureaucracy. Bureaucracy means work is divided by rules. Weber said bureaucracy creates an efficient system. But it can limit employees' freedom and creativity. Overall, Weber's ideas helped explain how large formal organizations work.
- Fayol and Weber's ideas formed the basis of early administrative theory. Their theories focused on principles for efficiency and managing big

organizations. Their books were the first to identify management as a separate field of study.

- Later, other thinkers built on Fayol and Weber's principles. They created new theories about motivation, decision-making, communication, and leadership. These are all important parts of administrative theory today.
- The pioneers were Fayol and Weber. They saw problems in administration and wanted to fix them. They observed and thought deeply about management. They created ideas that still influence how we think about organizing work. Their principles help professionals manage organizations better and achieve goals.
- In summary, an administrative theory began with Fayol and Weber identifying general principles for sound management. They saw the need for a systematic way to handle the complex tasks of running organizations. Their classic theories created a foundation for the development of modern administrative theory. Later thinkers expanded the field by developing new theories based on research and technological changes. But the basic aim remains the same - to understand how organizations work and improve how they are managed.

New public administration theory came about in the late 1960s and 1970s. Public administrators realized that the old bureaucratic model of administration was no longer relevant. The new theory focuses on some important changes.[2,3,4]

- The old theory focused only on efficiency in delivering services. The new theory says public administrators must also ensure that services are delivered effectively and ethically. They must think about equity and social justice. Goals like reducing poverty and unemployment are becoming more important.
- Accountability has increased. Citizens want more transparency in how government works and spends tax money. Administrators have to listen to citizen complaints and feedback. Public opinion and media scrutiny of the government are higher.
- Citizen participation in decision-making is encouraged. Administrators involve citizens in planning and implementing programs. This helps design better policies that citizens will actually use. It creates a sense of ownership and willingness to pay taxes.
- There is greater flexibility. Rigid rules and procedures are relaxed to adapt quickly to

changing needs. Innovation and creativity are rewarded. Teams and task forces with experts from different fields are formed to solve complex issues.

- The role of non-government actors is recognized. Non-profits, community groups, businesses, and private consultants now provide many public services. Administrators coordinate with them. Networks and partnerships between the government and these groups are created.
- Administrators act as catalysts rather than controllers. Instead of telling citizens what to do, they motivate and facilitate citizen initiatives. They enable citizens to solve their own problems.
- Technology helps improve access and services. Government portals, mobile apps, and online utility bill payments make the government more accessible. Technologies like Big Data help create smart policies.
- Management of human resources has improved. People are seen as the most valuable asset. Emotional intelligence and soft skills of administrators are developed. A work culture of trust, teamwork, and change readiness is created.
- Overall, the new public administration tries to make government more citizen-centric, innovative, and responsive to complex social problems. The role of public administrators has become more multi-dimensional and challenging. They have to manage relationships and orchestrate collective action between different groups and sectors.

Administrative theory constantly evolves. But core ideas remain the same - how to design effective structures, motivate employees and adapt to changes. Good theory balances efficiency, innovation, and humanity. It helps administrators manage complexity and create value for society.

DISCUSSION

The current understanding of management functions is based in large part on a third classical management theorist, Henri Fayol. A mining executive and engineer, Fayol's administrative management theories were developed after observing a work stoppage that he judged to be a management failure. In his 1916 book, *Administration Industrielle et Générale* (Industrial and General Administration), Fayol proposed the following 14 principles of management:^[1]

1. Division of Work. When employees are specialized, output can increase because they become increasingly skilled and efficient.

2. Authority. Managers must have the authority to give orders, but they must also keep in mind that with authority comes responsibility.[3,4,5]
3. Discipline. Discipline must be upheld in organizations, but methods for doing so can vary.
4. Unity of Command. Employees should have only one direct supervisor.
5. Unity of Direction. Teams with the same objective should be working under the direction of one manager, using one plan. This will ensure that action is properly coordinated.
6. Subordination of Individual Interests to the General Interest. The interests of one employee should not be allowed to become more important than those of the group. This includes managers.
7. Remuneration. Employee satisfaction depends on fair remuneration for everyone. This includes financial and non-financial compensation.
8. Centralization. This principle refers to how close employees are to the decision-making process. It is important to aim for an appropriate balance.
9. Scalar Chain. Employees should be aware of where they stand in the organization's hierarchy, or chain of command.
10. Order. The workplace facilities must be clean, tidy and safe for employees. Everything should have its place.
11. Equity. Managers should be fair to staff at all times, both maintaining discipline as necessary and acting with kindness where appropriate.
12. Stability of Tenure of Personnel. Managers should strive to minimize employee turnover. Personnel planning should be a priority.
13. Initiative. Employees should be given the necessary level of freedom to create and carry out plans.
14. Esprit de Corps. Organizations should strive to promote team spirit and unity.

Although the majority of these management principles still hold true today, Fayol's most significant contribution to the field of management theory is his identification of the duties of management. His original list of five management duties: foresight, organization, command, coordinate and control, has been modified over time. Current theory identifies six management functions: planning, organizing, staffing, leading, controlling and motivating. This list reflects the addition of two functions—staffing and motivating—and the

recategorization of the command and coordinate duties as leading.

The Administrative Theory is based on the concept of departmentalization, which means the different activities to be performed for achieving the common purpose of the organization should be identified and be classified into different groups or departments, such that the task can be accomplished effectively.

The administrative theory is given by Henri Fayol, who believed that more emphasis should be laid on organizational management and the human and behavioral factors in the management. Thus, unlike the scientific management theory of Taylor where more emphasis was on improving the worker's efficiency and minimizing the task time, here the main focus is on how the management of the organization is structured and how well the individuals therein are organized to accomplish the tasks given to them.

The other difference between these two is, the administrative theory focuses on improving the efficiency of management first so that the processes can be standardized and then moves to the operational level where the individual workers are made to learn the changes and implement those in their routine jobs. While in the case of the scientific management theory, it emphasizes on improving the efficiency of the workers at the operating level first which in turn improves the efficiency of the management. Thus, the administrative theory follows the top-down approach while the scientific management theory follows the bottom-up approach.

Fayol has given 14 principles of management with the intent to improve the functioning of the managers. [4,5,6]

RESULTS

Public administration theory refers to the study and analysis of the principles, concepts, and models that guide the practice of public administration. It provides a framework for understanding the complexities and challenges of managing public organizations and implementing public policies.

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

Public administration theory encompasses various frameworks and concepts that guide the practice of managing public organizations and implementing public policies. Classical, neoclassical, and modern theories contribute to understanding the complexities of public administration.

Classical Theory: Rooted in the early 20th century, scholars like Max Weber and Frederick Taylor emphasized hierarchical structures, division of labor, and bureaucratic principles to enhance efficiency in public organizations.

This theory closely aligns with Woodrow Wilson's public administration ideals. The Classical Public Administration Theory prioritizes efficiency in organizational work, professionalization, a pragmatic approach to bureaucracy, and merit-based promotions. The classical system includes a strict definition of responsibilities and objectives and control over all involved functions.

Since the 1980s, the classical system has been rejected by governments in favor of a market-based model of public organization.

New Public Management Theory In the 1980s, the New Public Management Theory (NPM) was created to make the civil service more efficient. To do so, it utilized private-sector management models. Giving local agencies more freedom in how they delivered services to citizens, the theory experimented with using decentralized service delivery models.

Advocates of NPM look to replace the disciplinary, academic, or moral emphasis of traditional public administration with a more "businesslike" perspective.

Postmodern Public Administration Theory The Postmodern Public Administration Theory alludes to the inner workings of every government entity, as it's linked to the capitalist model of the late 20th and 21st centuries.[5,6,7]

These theories provide a foundation for understanding the evolution of public administration and offer insights into effective governance and management strategies. They continue to shape the field as it responds to dynamic challenges in the public sector.^[1]

Public administration theory Public administration theory discusses the significance of government, the function of bureaucracy in supportive democratic governments, public affairs, and budgets.

After former President Woodrow Wilson wrote "The Study of Administration" in 1887, three branches of public administration theory evolved, namely:

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Postmodern Public Administration theory

The internal operations of almost all existing government organizations are referred to as post-modern public administration. Even members of Congress in Washington, D.C. or Department of Public Safety staff members who handle paperwork for applicants seeking a driver's license at any DPS location. Public administration is a broad concept to include all functions in the executive branch that have an impact on the general public. Members of public administration come in different forms and quantities. When understanding the theory of postmodern public administration, it is important to make a differentiation between postmodern theory and the postmodern era as well as being able to differentiate between post-modernity (period of time) and postmodernism (theory/philosophy).

Postmodern theory evolves out of the postmodern era. Chuck Fox and Hugh Miller are two of the main contributors to postmodern theory because they were able to recognize the postmodern condition and how it was playing out in public administration and public policy. Fox and Miller argue that the traditional approach to public administration "robs public

administration theorists of the independence required to imagine more emancipating conditions of work and governance."^[3] Miller proposes a network model based on economic utility which would explain events better than traditional approach to public administration. Miller states that "policy networks provide a way of processing dissension, articulating values, and airing possible policy implementation strategies. Maneuvering on behalf of the public interest in this complex politically subtle network is the task of post-progressive public administration."^[4] This theory began in the 1990s, even though this theory had been around in other disciplines for a while. An estimation of time could date back to Plato and his ideas of a public and communal government where there are policy making actions and steps through levels of democracy. This theory has since been revisited and changed through three intellectual movements, interrogating the loop model of democracy, which many have argued that it is largely a myth, showing the symbolic nature of policy and politics in the United States, and discourse theory. One of the downsides of this theory is that it is based on the slippery slope of relativism. This theory also provides people with the tools to rebuild our infrastructures of symbolic and social order. This theory addresses big questions of what is right and wrong and tries to address the issue to find antidotes for anomie and relativity.^[5]

The founding father of postmodern public administration is commonly referred to as Woodrow Wilson, while many can find his roots of inspiration from the works of Friedrich Nietzsche. Using Woodrow Wilson as a reference point, it can be shown that in his essay *The Study of Administration*, is it "traditionally accepted that with his study, Wilson applied positivist principles to public administration...based on the belief that social reality would be objectively known with the separation of positivist traditional values from facts." (*Traces of Postmodernism in the New Public Management Paradigm*, Kerim Ozcan-Veyssel Agca).^[6]

Public Administration theory development

Public Administration theory is derived from several contemporary theory building tools such as Max Weber's Ideal type method. Theories are also derived from studies of evolving governments around the world, such as China's expanding bureaucracy. Different aspects to take into account are: accountability, state-citizen relations, and services for all in times of fiscal scarcity. When developing theories, the most effective theories are the ones tailored for a particular country taking aspects such as

values into account. When empirical evidence is the only aspect taken into account it leads to an ineffective policy because the theory will not reflect the values of the citizens, resulting in bad citizen-state relationships.^[7] The Theory-Gap Practice is used to analyze the correlations between Public Administration theory and practice. The three fields of the theory gap-practice that describe the relationship between scholars and practitioners are: Parallel, Transfer, and Collaboration strategy.

Max Weber's ideal-type method

The ideal-type method developed by Max Weber is a useful tool in contemporary public administration theory development because the method takes into account the culture of a society that is then integrated into a theory. Weber referred to it as cultural science or interpretive sociology, which, is to understand ideas and practices from within their own intellectual and cultural horizon and on the basis of categories that are grounded in a meaningful social and historical context. According to Margaret Stout, Ideal-type methods are used to frame observation and analysis and to evaluate what is found. Weber's method must be developed using value judgments that direct our empirical observations and then guide our interpretation of those observations. Through this theory building method, Weber insisted that all interpretations of meaning must remain at best "a peculiarly plausible hypothesis", as opposed to a claim of relevance of a theory. Weber's purpose for using this method is to clarify the importance of values in sense making, but how they are also extremely important for the conduct of meaningful social science.^[7] Weber's interpretive sociology employs a type of functional analysis that begins with the whole, proceeds to the parts, and then goes back from the parts to the whole. His ideal-type method is thereby simultaneously useful in both the study of social structure and social action. Social action is linked to subjective meaning at the individual level of analysis, and structural forms are a consequence or construction of social action. This combination is particularly valuable to public administration because the manner in which administrative action and the social structures of governance interrelate requires an approach that considers both. On the one hand, ideal-types enable consideration of things like alternative meanings of important concepts or alternative motivations held by social actors. On the other hand, they enable analysis of associated or resulting social structures. In this way, an ideal-type can concurrently help interpret the meaning of the administrative role as well as critique the institutions of governance.^[7]

Theory-gap practice[6,7,8]

Parallel- Proponents of this strategy of relating theory and practice believe that practical knowledge cannot be derived from theories. For the practitioners of this strategy, practice and theory remain separate components of knowledge. Practical knowledge aims to how to handle problems in particular situations while theory aims at handling a specific situation in a general set of principles. Advocates for the parallel strategy claim there can be a complementary relationship between practical and theoretical knowledge or that they can substitute each other in certain situations because particular situations will require practice and theory to work together. Thus advocates that champion parallel strategy argue that it is essential for management studies to maintain an autonomous communication system.^[8]

Transfer- This second strategy frames the theory-practice problem as one of translating and diffusing research knowledge into management. This strategy confronts the issue of public managers lack of interest or studying of the work of scholars. This is the result of the scholarly work not being easily applicable to practice, and the complexity of the journals, thus knowledge is not being transferred from theory to practice. The transfer strategy proponents claim the popularizing the scholarly work, and making it more relevant to current issues faced in public administration would enhance the transfer of knowledge from scholars to street level bureaucrats and public managers. However, some argue this approach falls short of expectations because many practitioners of public administration have little influence on the content of knowledge offered by scholars.^[8]

Collaboration- This strategy aims to enhance communication between scholars and practitioners before the theory is developed in order to build a dialectic method of inquiry, building on the idea that communication is necessary throughout the whole theory building process in order to have a well development practical theory.^[8] Scholars Van de Ven and P.E. Johnson put it as:

"Engagement is relationship that involves negotiation and collaboration between researchers and practitioners in a learning community; such a community jointly produces knowledge that can both advance the scientific enterprise and enlighten a community of practitioners."^[8]

Important figures in public administration theory Max Weber



Max Weber, one of the many theorists.

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

Woodrow Wilson



Thomas Woodrow Wilson, another one of the theorists of Public Administration.

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

Frederick Winslow Taylor

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

CONCLUSION

Public administration theory in practice

Public administration theory guides the practice of managing government agencies. Classic theories like Max Weber's bureaucracy emphasize hierarchy and rules, while contemporary theories focus on collaboration and citizen engagement. In practice, administrators apply these theories to enhance efficiency, transparency, and responsiveness in public services. Examples include implementing performance measurement systems, adopting e-governance tools, and fostering partnerships with the community. The goal is to optimize government functions, uphold accountability, and meet the needs of citizens.[8]

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