



Great gratitude to public administration building modern manager of present day

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Abstract

This paper provides a thanks giving contribution to Public Administration which established a foundation for Management. The era started with public administration thinkers who lead to start research at different occasions and formed a baseline across the globe, which is still used in different forms. As in current world each and every individual is bound with day to day management in any form and our attempt is to recognize the real personalities who has written a non-forgettable literature and due to their efforts we are proceeding towards civic society in this world. Human Resource Management and Good governess activities are the invocations of public administration discussed in this research paper. Organizations must follow and train their managers in the field of Public Administration as it will create Modern Managers which will contribute their best in Organizations.

Keywords: Pub-Ad public administration

Introduction

Public Administration

Public Administration as independent Subject of a social science has recent origin. Traditionally Public Administration was considered as a part of political science. But in Modern age the nature of state-under went change and it became from police stale to social service state. As a consequence, the Public Administration, irrespective of the nature of the political system, has become the dominant factor of life. The modern political system is essentially 'bureaucratic' and characterized by the rule of officials. Hence modern democracy has been described as 'executive democracy' or 'bureaucratic democracy'. The administrative branch, described as civil service or bureaucracy is the most significant component of governmental machinery of the state.

Meaning of public administration

Administer is a English word, which is originated from the Latin word 'ad' and 'ministrare'. It means to serve or to manage. Administration means management of affairs, public or private.

Definition

Prof. Woodrow Wilson, the pioneer of the social science of Public Administration says in his book 'The study of Public Administration', published in 1887 "Public Administration is a detailed and systematic application of law."

According to L. D. White "Public Administration consists of all those operations having for their purpose the fulfilment of public policy as declared by authority." Both above definitions are done from traditional viewpoint and related only to the functions and actions of Administration.

According to Simon - "By Public Administration is meant the activities of the executive branches of the national, state, & local governments."

According to Willough - "Public Administration in broadest

sense denotes the work involved in the actual conduct of governmental affairs, and in narrowest senses denotes the operations of the administrative branch only."

According to Gullick - "Public Administration is that part of the science of administration which has to do with government and thus, concerns itself primarily with the executive branch where the work of the government is done."

According to Waldo - "Public Administration is the art and science of management as applied to the affairs of the state."

Marshall E. Dimock - "Administration is concerned with 'what' and 'How' of the government. The what is the subject matter, the technical knowledge of afield which enables the administrator to perform his tasks. The 'How' is the technique of management according to which co-operative programs are carried to success."

Important characteristics of public administration

1. It is part of executive branch of government.
2. It is related with the activities of the state.
3. It carries out the public policies.
4. It realize the aspirations of the people as formulated and expressed in the laws.
5. Waldo and other thinkers insist on the commitment and dedication to the well being of the people. Otherwise Public Administration behaves in a mechanical, impersonal and inhuman way.
6. Public Administration is politically neutral.

Contributions of early twentieth century administrative practioner's and theorist such as Henri Fayol, Luther Gulick, Lyndall, Urwick, J.D Mooney and A.C Reiley. All these writers believed in the existence of certain universal administrative principles the application of which could make organization function more efficiently. The Classical theory is known as the Administrative Management Theory and Formal Organization Theory (S.P Naidu, 1996, p.69).

Henry Fayol who as the advocator of the managerial function by advocating the principles of planning, command, coordination to organization. Fayol approaches to management contradict that of Taylor approach of scientific management. Fayol approach was broader and more systematic while classical thinkers like Gulick and Urwick, Mooney and Reiley viewed an organization as a closed system. They elaborated many principles of authority, hierarchy, division of labor to encourage cooperation and coordination in an organization. They wanted to minimize conflict in the working of organization. Thinker like Taylor focused his attention on the management by making it work like a shop floor management while Gulick and Urwick work is limited to the study of organization as a whole. Taylor theory was called "scientific management" that focus his attention on bringing mental revolution through increasing the productivity of the workers. Taylor tried to improve efficiency and working standards and cooperation between managers and workers. The later writers like Gulick and Urwick give important to such principles or they were some rules to help managers manage their organization in the best possible manner and increase efficiency and economy. Hence Administrative management is the process of managing information through people. This usually involves performing the storage and distribution of information to those within an organization.

These seven types of functions which shows the scope of Pub-Ad are as follows –

1. 'P' stands for planning
 2. 'O' stands for organization
 3. 'S' stands for staffing.
 4. 'D' stands for Directing.
 5. 'Co.' stands for Co-ordination.
 6. 'R' stands for Reporting
 7. 'B' stands for Budgeting
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1. 'P' stands for Planning - Planning is the first step of Public Administration. i.e. working out the broad outline of the things that need to be done.
 2. 'O' stands for organization - It means establishment of the formal structure of authority through which the work is sub-divided, arranged and co-ordinated for the defined objective.
 3. 'S' stands for staffing - It means the recruitment and training of the staff and maintenance of favorable conditions of work for the staff.
 4. 'D' stands for Directing - It means the continuous task of making decisions and embodying them in specific and general orders and instructions, and thus guiding the enterprise.
 5. 'Co' stands for Co-ordination - It means interrelating the various parts of organization such as branches, divisions, sections of the work and elimination of overlapping.
 6. 'R' stands for Reporting - It means informing the authority to whom the executive is responsible as to what is going on.
 7. 'B' stands for Budgeting - It means accounting, fiscal planning and control.

Public administration thinker douglas mcgregor field of management

Mcgregor's contribution has been in the field of art &

science of management. Mcgregor emerged as a management Psychiatrist during the behaviorist movement of post war era. Mcgregor attacked on the unrealistic & limiting assumptions of traditional theories of management, having concern for human nature & human behavior. Control over human behavior in organizations leads to resistance, restriction of output & indifference in the accomplishment, of organizational objectives. Mcgregor divided his views into - a) 'X' Theory & b) 'Y' Theory. The traditional assumptions, he regarded, fall under 'X' theory. He suggested 'Y' theory which is based upon integration & Self-control, by the employees in an organization, to accomplish organizational goals. Mcgregor hoped that his Y theory as a new & superior ethic - is a set of moral values that ought to replace the values managers usually accept. In the field of study of Management, name of Mcgregor, is highly recognized. He was a Psychiatrist, who studied human Psychology & group sociology. Being a Management researcher, his main research was to make empirical science of Management. He wanted to guide manager as a professional manager. Mcgregor had a great concern for employees also. Mcgregor had developed 'X' Theory, as a traditional view of management, Mcgregor did not support 'X' theory. Hence he developed 'Y' theory, which would suit the contemporary industrial society. In his 'Y' theory, Mcgregor had suggested positive approach to be adopted by managers as well as employees. Mcgragor was born in U.S.A. He earned his B.E. in Mechanical from Rangaon Institution of Technology. He completed his M.A. & Ph.D. in Psychology from Harvard University in 1933 & 1935 respectively. He worked as a Management Professor at MIT, Sloan School of Management. He was president of Antioch College, from 1948 to 1954. He also taught at Indian Institute of Management, at Calcutta. Mcgragor wrote two classics - 1) The Human side of the Expertise & 2) The professional Manager. He also wrote numerous articles on professional managerial skills. His, 'The Professional Manager', focuses on linking the human side of the enterprise with appropriate managerial intervention & understanding.

Mcgregor's 'X' Theory

The most creative & lasting contribution of Mcgragor has been on management, development of managerial talent & managerial teamwork in an organization. His basic question of enquiry was, whether managers are made or are born? 'Based upon his hypothesis that' every managerial act rests upon theory', Mcgregor argues that management is an art, it cannot be a science because it serves a different purpose. However, management can utilize scientific knowledge in the achievement of practical objectives of the organization, was his belief. As an organizational Psyciatrist, Mcgragor understood that the management's hold on controlling its human resource, determine the whole character of the enterprise. He also argued that the most important problems of management lie outside the realm of improving the selection of managers with technical potential. The top executive, with higher potential & capacity cannot attain organizational objectives because of lack of y of employees' talent. Mcgragor rejected the misconception that human behavior in an organization needs to be controlled. A top executive should not expect to achieve desired goals through inappropriate managerial action. So, he very aptly advances a hypothesis that all control is selective adaption.

His deep observation led him to conclude that control in human affairs can be viewed as an integration of human behavior either through coercive compulsion or through motivational self-control. He developed these two assumptions & scientifically tested their validity to propound his theories of managerial control, popularly known as 'X' theory & 'Y' theory. His 'X' theory is a traditional view of direction & control. In his book 'The Human side of the Enterprise', published in 1960, he has examined theories on behavior of individuals at work. The 'X' Theory:- - The average human being has an inherent dislike of work & will avoid it, if he can. - Because of their dislike for work, most people must be controlled & threatened before they will work hard enough. - The average human prefers to be directed, dislikes responsibility, is unambiguous & desires security above everything. - These assumptions lie behind most organizational principles today & give rise both to 'tough' management with punishment & tight controls & 'soft' management, which aims at harmony at work. - Both these are 'wrong' because man needs more than financial rewards at work, he also needs some deeper higher order motivation - the opportunity to fulfill himself. - Theory 'X' managers do not give their staff this opportunity so that the employees behave in the expected fashion. The 'X' theory of McGregor resembles 'carrot stick theory.' This can be one type of managerial strategy. This theory does not describe human nature. It considers human's as fearful, a dislike to work & an insecure beast. These assumptions limit managerial strategies. New managerial strategies, new organizational goals, new pattern of leadership etc. do not fall under this 'X' theory. He came to a conclusion that 'as long as the assumptions of theory 'X' continue to influence managerial strategy, we will fail to discover, let alone, utilize the potentialities of the average human being.'

Mcgragor's 'Y' Theory

Mcgragor was largely influenced by Maslow's theory of hierarchy of human needs. Mcgragor viewed human needs with emotional commitment. Mcgragor's Y theory suggests alternate assumptions for the integration of the individual & organizational goals. He wanted selective adoption in managerial strategy. Mcgragor arranged a new set of assumptions which will invite morals & motivation. The following assumptions are embodied in the 'Y' Theory: - The expenditure of physical & mental effort in work is as natural as play & rest. - Control & punishment are not the only ways to make people work. Man will direct himself if he is committed to the aims of the organization. - If a job is satisfying, then the result will be commitment to the organization. - The average man learns, under proper conditions, not only to accept but to seek responsibility. - Imagination, creativity, ingenuity can be used to solve work problems by a large number of employees. - Under the conditions of modern industrial life, the intellectual potentials of the average man are only partially used & utilized. Mcgragor's 'Y' theory attacks on the 'X' theory that employees are lazy, indifferent & are dislike of accepting responsibility. They are uncooperative. Mcgragor argued that it is not the fault of human nature but of manager's strategy of control. If there is an integration in the behavior of employees, the organizational goals could be achieved. How the integrity amongst the employees can be achieved? The employees should have self-control. Integration & self-control can be possible if the individual

needs & organizational needs are properly recognized. Mcgragor's theory aims to encourage & create motivation amongst employees. This is a way to innovation. Mcgragor had a deep knowledge of individual Psychology & group sociology, which he wanted to offer to modern management. So he wanted to establish a high co-relation between the acceptance of responsibility & commitment to the objectives of the organization. The motivational performance of employees through self-control & integrative behavior can bring better results. The employees should be given greater opportunities to play an active part in decisions affecting their careers.

The relevance of 'Y' theory

'The Human side of the Enterprise of McGregor aims to educate future manager, professional manager. He wanted to bridge the organizational goals with the aims, values & methodology of behavioral science. To him, management styles & strategies should be evolved & continuously adjusted in the light of the empirical reality, consistent with the findings of behavioral knowledge. This makes his theory relevant with practice. He also had an assumption that management science has transnational influence.' One important relevance of Y Theory of McGregor, to modern industry is related to the Line & Staff Agencies in the organization. Modern industries are mostly operated by skilled staff. Their knowledge & experience influence decision making process in the organization. The 'Line' employee increasingly depend upon specialized staff. However, the 'Y' theory of McGregor, can coordinate Line - staff relationship. The conflict between Line & staff bring lowered commitment to organizational objectives. The 'Y' theory establishes improved human resources, either for resolving conflicts or taking best decisions. Magregor had also written on leadership qualities of a manager. He had placed an idea of integration within the conceptual mould of transnational concept of power & influence. Discussing and resolving the conflicts within the organization, McGregor suggests three strategies to be adopted a) divide & rule b) suppression of differences & c) working through of differences. The first two are based upon 'X' theory, whereas the third one is based upon 'Y' theory.

Appraisal & Criticism

Appraisal: The professional & human side of McGregor reveals a very colorful person of wide vision & scientific temper. His 'Model' of a manager was apt for industry, governments & nations. His books are guidelines to a future manager, to understand human nature & proper utilization of human resources. From his Human side to the professional side, the writings of McGregor shows a systematic evolution of his ideas. This has helped a lot to industrial society of U.S.A. As a scholar of behavioral management, his writings have helped the managers to sharpen their potentials to readjust their strategies of management for tomorrow. The 'X' Theory & 'Y' theory represent the behavioral patterns of the employees. McGregor had his deep observation of human nature & human behavior. He wanted to relate theory to practice. McGregor wrote on both - a) the employees as well as - b) the managers. A 'Y' theory manager can communicate openly with subordinates, can minimize the differences between superior & subordinates, can create a comfortable environment in which the subordinates can develop & can

use their abilities. McGregor suggests Managers to be more positive to their employees, to trust the employees & to make proper utilization of human resource for development. Criticism - However, McGregor is largely criticized by his critics. The main criticism is that, his theories are fine but are difficult to bring into practice. Especially his 'Y' theory seems to be difficult to bring into practice. McGregor tried to answer this question by claiming that each person must find his own answer. A manager has to think about the deal with himself, his role, his style, his own power & the issue & control over others. McGregor is also criticized on the ground that neither his 'X' theory nor 'Y' theory represent human behavior or human relationship. These theories are tools by which managerial skills can be studied & analyzed. The current research in management has gone beyond 'Y' theory to 'Z' theory. Today, any theory is seldom used explicitly. The managers & the employees somewhere fall in between these two poles of 'X' theory & 'Y' theory. However, McGregor's 'X' & 'Y' theories are still important theories in the field of management & motivation. His 'X' theory & 'Y' theory still remain a guiding principle of positive approaches to the management, to the development of organization & to bring improvement in organizational culture.

Human resource management

Introduction: For more than a century now, human resource management, as a discipline and practice in the management of people in an organization, has evolved and developed into different areas. These disciplines and practices have gone through a process of trial and error, theory building and testing of various concepts by practicing managers and academics. . The underlying forces behind the evolution and development of human resource management have been (and still are) mainly environmental, and the quest for knowledge of better ways of acquiring and utilizing labor. The changing organizational environment in the marketplace pushed managers to improve efficiency in the production and service delivery processes by increasing their ability to use the best practices of people management at the time. That is, employee management techniques or methods that would improve production, reduce service delivery costs, and at the same time ensure sustained availability of competent staff in the organization.

The evolution and development of human resource management

Human resource management as a practice happens wherever there is more than one person. It starts at the family level where family members take different roles and responsibilities for the accomplishment of family objectives. The head of the household would harness all available resources including people to find the best in them in order to achieve whatever may be needed or desired. Indeed, the division of labor depends on the philosophies, values and expectations of family members and which are rooted in the wider society, be it a clan, a tribe or religion. Managing people in an organizational setting is well documented throughout the history of mankind (Munsterberg 1913; Taylor 1960; Cuming 1985). Organizational structures evolved, leadership emerged or was formed, roles and responsibilities were assigned to people, accountability systems were laid down, and rewards and punishments were also provided. In this regard, division of labor, specialization and accountability were systematically organized to achieve a specific purpose. However, the documentation of the evolution and development of human resource management practices can be traced back to the booming European economy of the 1900s (Roethlisberg 1939). This economy created the necessary environment for more serious thought on the role of effective people management in the emerging labor market of the time. The economies were preparing for the First World War and its aftermath where industrial production required a mass of skilled, well organized and disciplined labor force. The challenges revolved around mobilization of resources including people, which led to the evolution and development of four stages in managing labor. The stages were mainly identified by looking at the changing titles of officers responsible for managing the workforce and different roles that were emerging over time. Therefore, although personnel management literature often states particular dates or decades of transformation from one phase to another (Chruden & Sherman 1984; Cuming 1985), as a matter of principle, such dates or decades are more for convenience and reference purposes than being actual historical events. The same recognition is used to provide a picture of the chronology of the evolution and development of human resource management as we see it today.

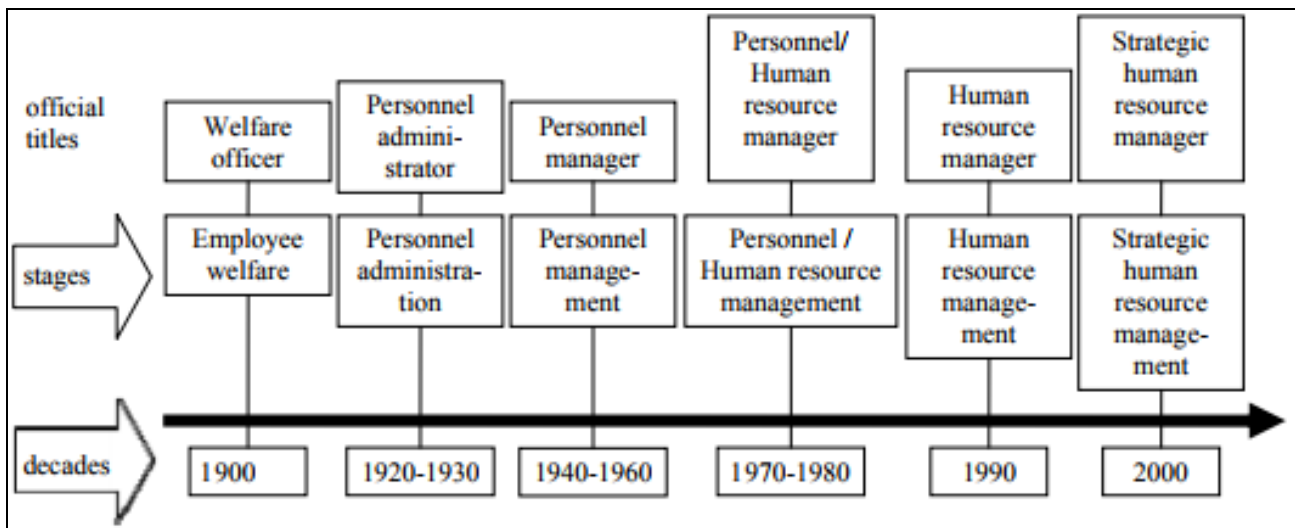


Fig 1: Displays the stages in the evolution of human resource management

Objectives of human resource management

The objectives of human resource management are derived from the philosophies which tie the emergence and development of human resource management together, both as a discipline and profession (Beer & Spector 1985; Cuming 1985; Armstrong; 1995; Dessler 2005).

First, the whole aim was on trying to achieve an organizational mission, vision, goals and objectives using people as valuable resources. Unlike with the traditional personnel management theory whereby employees were seen as instruments needed to accomplish work in organizations, human resource management managers recognize and appreciate the need for putting people at the top of the agenda in achieving organizational objectives. As the power of the organization depends on the nature of the workforce, putting employees first in all human resource management functions in the organization and making them feel that they are at the top is seen as a step further in putting the organization first among competitors.

The second objective concerns the utilization of staff capacity. Successful organizations are those that can fully utilize the potential of their employees. This manifests itself in different approaches used in job design, recruitment, and placement. This includes redesigning jobs so that related jobs can be done by one person, recruitment of multi-skilled employees, part time work arrangements, sub-contracting etc.

The third objective involves ensuring that employees are committed to their jobs, teams, departments and the entire organization. Striving for total employee commitment is intended to minimize unnecessary conflicts between the employees and the management that could result in low morale among the employees, high employee turnover and ultimately low productivity. Commitment is fostered by using various strategies including employees being nurtured through coaching, mentoring and the provision of lucrative reward.

The fourth objective is to ensure that organizational systems, processes and activities are integrated and synergized through a strong organizational culture. Organizational culture is made up of values, attitudes, norms, myths and practices that is 'how things are done around'. Different categories of jobs, professions and departments are seen as a 'whole' rather than disjointed. Organizational symbols, songs, artifacts etc. are used to foster a culture of uniqueness, which makes employees feel proud of their jobs and the organization.

The fifth is optimal utilization of available resources. In the language of economics, resources are always scarce. Organizations cannot succeed if resources (employees, finance, machinery and equipment, energy) are over utilized, underutilized or are utilized at the wrong time or in the wrong place. Each of these scenarios would suggest that there is a waste of resources because some will be easily depleted, unnecessarily leaving them idle or are being used unwisely. In this case, matching resources with performance is a mechanism for monitoring organizational efficiency. Quite often time/activity/outcome and budget schedules are used to match resources with performance. Any observed underutilization or over utilization of resources has implications in terms of how the human resources were used and measures are taken accordingly.

The sixth reason for embracing human resource management practices is derived from organizational

cybernetics and systems theory whereby the underlying principle is that 'the sum is less than the whole'. From a human resource management perspective, each job, organizational unit, section, department and all categories of staff are seen in their totality. Working together instead of as an individual is a method for improving synergy at all levels. Departmental outdoor training programs are some of the initiatives used to improve synergy at functional level.

The last but one objective covers the utilities of creativity, innovation, teamwork and high quality management as key drivers in organizational excellence. Matching with changing customer needs and expectations requires the presence of an environment for creativity, innovation, team working and an obsession with quality. These ideas are largely borrowed from Tom Peters and Robert Waterman on an ideal situation for effective organizations in search of excellence, Joseph Schumpeter on the power of creativity and innovation, Joseph Juran, Edwards Deming and Ishikawa Kaoru on the emphasis of 'quality in the first time and zero defects' as part of organizational culture in high quality management. These are cited as key explanations for the excelling of Japanese and other East Asian companies. Decentralization of decision making to the lowest levels in the organization structure, adaptation of flatter organizational structures, open office layouts, team building exercises, encouragement, support and reward for innovative ideas, and the use of quality circles in job performance are some of the strategies used to keep the organization at the cutting edge.

The last objective is to enable managers to be flexible and adapt to changes required in pursuing excellence in human resource management functions. Fast-tracking a change in an organizational environment requires the ability to take prompt decisions and take the right measures before it is too late. Flexibility and adaptation seeks to reduce bureaucracy and inflexible working rules and regulations. What matters most is not 'how the job is done but what is achieved'.

Sharing human resource management functions

The traditional personnel management practice housed personnel functions in the department responsible for personnel due to the dominance of functional specialization by the departments. Under functional specialization, managers who were not directly involved in the production line were considered staff managers and their functions were categorized as 'staff functions'. Today, the distinction between line and staff managers seems to be overtaken by events in modern organizations because the concept was based on the assumption that functional specialization was the best way to manage tasks; this is no longer the emphasis in some organizations today. However, the concept is still in use in some organizations, perhaps because old habits die hard and there is an inability among organizations to develop and manage a sufficiently multi-skilled workforce. Therefore, the use of the concept of line manager here is consistent with current thinking in our organizations. Human resource philosophies and objectives have also implied that human resource management functions can no longer be centralized in any one department. They have to be decentralized to various functional departments under line managers without avoiding duties and responsibilities at the human resource department level. In this case, some of the roles of line managers include the following:

- Employee resourcing: Line managers are responsible

for developing operational and annual action plans and budgets for their departments. Such plans have human resource management implications in terms of their number and quality of which the line manager should be aware and actively participate in ensuring that the departmental objectives are achieved through people. It is the responsibility of the line manager to make sure that job analysis is effectively done, job descriptions and specifications are clear enough to be able to attract, recruit and select the most appropriate people to fill the available vacancies.

- **Employee utilization:** Effective employee utilization is critical, not only for the good of the organization but also for the good of individual employees and their teams. Underutilized staff is a lost resource to the organization in terms of opportunity cost because even if the employee has enough work to earn a salary, the added marginal labor value will not be realized. The employee will also not have the advantage of utilizing his/her full potential and get extra rewards. However, over utilization of staff will lead to stress, fatigue, and other health problems or even the risk of loss of life. It is the duty of the line manager to put in place job strategies, objectives and targets, which are challenging enough, but not overstretching the staff ability.
- **Performance and reward management:** This involves setting performance criteria, assessing performance and rewarding accordingly. Without performance assessment, it will be difficult to know whether the department is achieving its objectives or not and to what extent. It is the responsibility of a line manager to sit with employees and sign a performance agreement, which will be used as the basis of individual performance appraisal. The contract itself can be permanent, temporary, part time, but in a performance management system, the rewards are based on performance. This can be in the form of salary increment, renewal of contract, bonus, promotion, training etc.
- **Training and development:** Common wisdom tells us that the owner of the household knows better than the neighbor. Line managers are involved in day-to-day operations of the department. They are expected to know both general and specific knowledge, skills and attitudes required to effectively perform specific tasks by individuals, teams, and the whole department. They are also expected to know the kind of competencies that will be required in the future and help staff develop such competencies through career development programs.

Handling of other human resource management functions

Other human resource management functions may be routine or occasional and would be part of the jobs of the head of department. These would include coordination, building a departmental team spirit and culture of performance, staff promotions, transfer, leave, managing disputes, taking disciplinary measures and layoffs. The emphasis that line managers should be responsible and accountable for human resource management in their respective departments does not deny the human resource department its central role in ensuring that strategic objectives of the organization are achieved through effective

people management. Also acknowledged by Terrington & Hall (2005), in working hand in hand with line managers, human resource managers play other important roles, which are not in conflict with what line managers do; such roles include:

- **Formulation of human resource strategies** Human resource managers play a pivotal role in developing human resource strategy and policies that fit the organizational and business strategy. This area is explored at length in chapter 2. The strategy will form the framework for different human resource policies (which is also being covered in chapter 3) for use by other managers. The roles of human resource managers are as explained below.
- **Provision of guidance to other managers** The human resource manager as an expert is expected to provide guidance to other managers and staff on the interpretation of personnel strategies and policies in various areas which include human resource implications of organizational and business strategies, human resourcing, staff training and development, disputes and grievance handling, employment legislations, health and safety, layoffs etc.
- **Facilitation of change management** Organizations pass through various life cycles, which require change and adaptation. Human resource managers should be well placed to facilitate the required changes in terms of design, interpretation of the implications of change and how best they could be managed. They should also be involved in the process of introducing change, including creating staff awareness and putting conditions for facilitating a change process in place.
- **Employee empowerment** The concept of power is not value free. It depends on the individual perception of the source of that power and how it is interpreted and used to influence human resource management functions. The employer has many sources of power including the ability to reward and punish. Similarly, employees can reward or punish employers by deciding how and when to use their knowledge, skills and attitudes to build or destroy the organization. It is the role of the human resource manager to ensure that there is no abuse of power and employees are empowered to make the right decisions on the shop floor in order to create an enabling environment for creativity and innovation.
- **Support services to other departments** The human resource department is a place where professionalism in people management is found, thus it should be well prepared and ready to provide support services to other departments as may be required. Some areas include, the design of different instruments for transacting human resources, designing and putting in place the appropriate organizational structure and jobs for each functional area, recruitment and selection, performance management system, training needs assessment, training and development, and employees services including pension, leave, transport, retirement, retrenchment and burial.

Human resource management critiques

Human resource management has become so well established that if you talk about personnel management it

seems old fashioned. Yet, there are limitations, which have also triggered questions as to whether the whole debate is not more of an academic pastime rather than utility in practice (Storey 1989; Legge 1992; Schuler 2000). Some of the criticisms are presented below.

- Ensuring strategic fit: Knowledge and skills of linking human resource strategy with business strategy are taken for granted. This task is housed in the human resource department whose staff is not necessarily trained in strategic business management. This casts doubts on the ability to establish that link. Human resource managers may not be perceived as business partners. The doctrine that human resource managers should be seen by fellow managers as partners in business may be wishful thinking rather than what actually happens in practice. According to Schuler (2000), in reality, human resource managers are treated by other managers as a 'second class citizen', whose role is more of a supplier of personnel.
- Conflict of roles: The assumption that a human resource manager takes the role of a partner in business implies that he/she should be on the side of the management and hence employees should represent themselves. This scenario increases employees' feeling of isolation and neglect, which can give rise to conflicts and disputes.
- Role ambiguity: The assumption that the human resource manager should be a generalist and at the same time be able to handle specific human resource functions, leaves much to be desired with regards to the type of training suitable and efficient in human resource functions.
- Subjectivity: The use of other strategies like teamwork, 360 degrees appraisal, and performance based pay increase the use of subjective value judgment about

individuals which may de-motivate some employees and trigger counter disruptive behaviors including rent seeking or 'just please the boss' attitude.

Eight years earlier, Legge (1992) had gone further in criticizing the relevance of human resource management theories to the level of almost throwing the whole philosophy out of the window. To him, human resource management poses ambiguities and contradictions such that it does not offer much which is new to academia and practicing managers. It is regarded as similar to personnel management, or a different way of referring to an advanced form of personnel management, a change of emphasis on key employee management issues and others.

Good governance

Recently the term "good governance" is being increasingly used in development literature. Bad governance is being increasingly regarded as one of the root cause of all evil within our societies. Like New Public Management the concept of Good Governance is also the product of the 1980s which emerged out of the synthesis of development administration and the neo liberal restructuring of government. The concept is elusive and value laden. Thus proved to be difficult to define accurately.

Features of Good Governance

From the above discussion we can spell out some important features of Good Governance. Good Governance insist on removal of corruption, voices for the minorities, participation of most vulnerable in decision-making and responsive to the present and future needs of society.

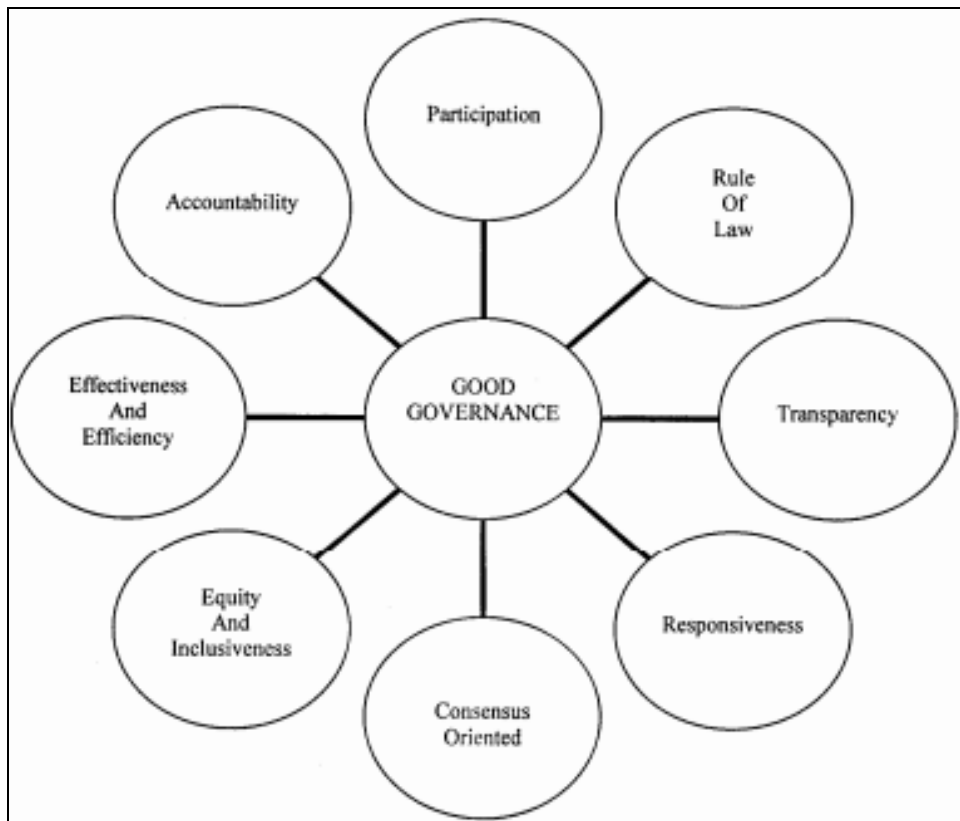


Fig 2: Good Governess Features

- Participation: Inequalities and discriminations of various kinds like gender, race, caste, creed, place of birth etc. are addressed in the good governance by participation of various stakeholders in governance either through direct or through legitimate intermediate institutions or representatives. Informed and organized participation is emphasized. It means freedom of association and expression for all to raise their concerns.
- Rule of law: Good governance requires fair legal frameworks that are enforced impartially. It entails protection of human rights, particularly those of minorities; impartial enforcement of laws which requires an independent judiciary and an impartial and incorruptible police force.
- Transparency: Transparency suggest three things; firstly, decisions must be taken and enforced in proper legal manner, secondly, the information must be freely available and directly accessible to the affected, and thirdly, complete information in easily understandable forms and media.
- Responsiveness: It suggests that governance must be responsive to the concerns of all stakeholders within a reasonable timeframe.
- Consensus oriented: Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This needs sensitivity of the administration to the historical, cultural and social contexts of a given society or community. In political term it is called as political pluralism.
- Equity and inclusiveness: Good governance must address the issues concerning justice and equity. None in the society should feel side lined or exploited in the process of development. Growth should be inclusive and equitable. Mostly the vulnerable and marginalized must share the fruits of the development and must have opportunities to improve and maintain their well being.
- Effectiveness and efficiency: It means that developmental needs of the society must be achieved by the optimum utilization of the resources at their disposal. It further suggests sustainable use of natural resources and the protection of the environment.
- Accountability: Accountability is a key of good governance. Both public and private institutions along with civil society organizations must be accountable to the public and to their institutional stakeholders. Transparency and Rule of Law are prerequisites of accountability.

Conclusion

The important contributors of this approach are Henri Fayol, Henry Dennison, Luther Gulick and Lyndall Urwick, J Mooney and A C Reiley, and Oliver Sheldon. The most notable contributor, however, was Henri Fayol (1841-1925) that guided many of the modern managers. Some of the important principles outlined by them are division of work, authority, discipline, unity of command, unity of direction, subordination of individual interest to general interests, scalar chain, order, equity etc.. This theory emerged historically at a point of time when the organizations were becoming complex and faced with problem of inefficiency and low production. This theory has enabled the large-scale organizations to operate effectively. It is also relevant to

understand the administrative processes of the contemporary organizations. In spite of their limitations the principles continue to be practiced in the organizations. They facilitate the smooth functioning of administration. To get benefited from the principles one has to understand this theory in a proper perspective and apply it to the contemporary situation with required modification. Essentially every modern Manager must follow Public Administration so as to achieve prosperity in Organizations.

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