

CLASSICAL THEORIES RELATED TO EDUCATIONAL ADMINISTRATION

Classical Management Theory is a “Body of management thought based on the belief that employees have only economical and physical needs, and that social needs and need for job-satisfaction either don’t exist or are unimportant. Accordingly, this school advocates high specialization of labor, centralized decision making, and profit maximization.” (www.businessdictionary.com) To have originated at the end of the nineteenth century and in the beginning of the twentieth century, the Classical Management Theory dominated management thinking in the 1920s and 1930s by emphasising on the efficiency of the work process. Classical Management Theory has three schools of thought Scientific Management, which identifies the best way to do a line of work; “Bureaucratic Management, which focuses on rules and procedure, hierarchy and clear division of labour; and Administrative Management, which emphasises the flow of information within the organisation.”

At about 1900, a set of principles and concepts about organisation and management, now called as classical theory, began to be extensively developed. Even at present the influence of classical theory of organisations is quite profound or remarkable. The existence of complex and large organisations even today can be accounted appreciably through classical concepts of management thought. Under classical theory of management, an organisation is the structure of the relationships, objectives, roles, activities and other factors when persons work together.

The classical, or structural, theory of administration does not normally admit of multiple theories, but centers around a complex set of variables, ideas and concepts that govern public administration, or state bureaucracy.

Also known as Classical Organisational theory, this theory came into existence during the early years of the twentieth century. It deals with the formal organization and concepts to increase management efficiency. Major contributors to the classical organizational theory are Frederick Taylor, Henri Fayol, Luther Gulick and Max Weber.

Concepts of the Ideal Workplace

The theory outlines an ideal workplace as one that rests on three main concepts:

- ✓ Hierarchical structure – Under classical management theory, workplaces are divided under three distinct layers of management. At the very top are the owners, board of directors and executives that set the long-range objectives for a firm. Middle management takes on the responsibility of overseeing supervisors while setting goals at the department level to fit within the confines of the managers' budget. At the lowest level of the chain are supervisors, who manage day-to-day activities, address employee problems and provide training.

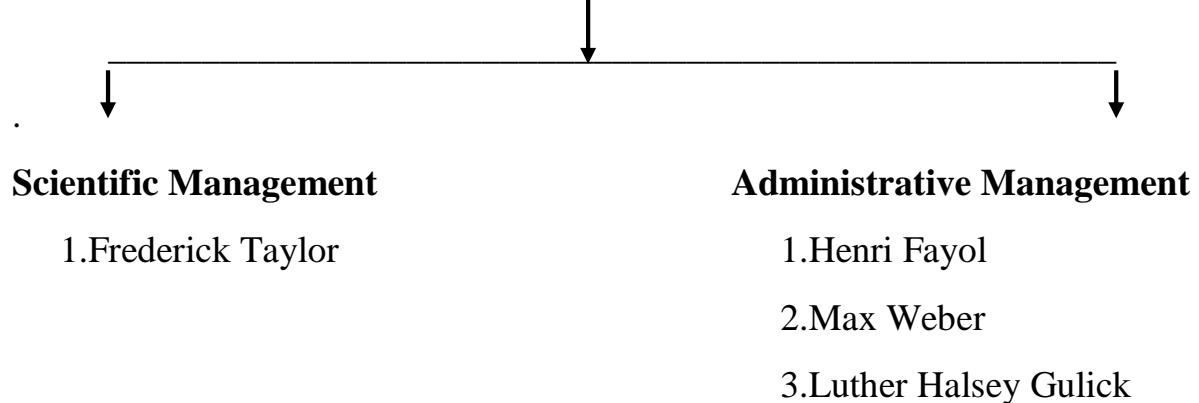
- ✓ Specialization – The classical management theory involves an assembly line view of the workplace in which large tasks are broken down into smaller ones that are easy to accomplish. Workers understand their roles and typically specialize in a single area. This helps increase productivity and efficiency while eliminating the need for employees to multi-task.

- ✓ Incentives – This theory believes that employees are motivated by financial rewards. It proposes that employees will work harder and be more productive if they are awarded incentives based on their work. Employers who can motivate their employees using this tactic may be able to achieve increased production, efficiency and profit.

The autocratic leadership model is the central part of classical management theory. In this system, there is no need to consult large groups of people for decisions to be made. A single leader makes a final decision and it is communicated downward for all to follow. This leadership approach can be beneficial when decisions need to be made quickly by one leader, rather than a group of company officials.

The classical management theory can help streamline manufacturing operations where high productivity is a must. However, it fell out of favor after the rise of the human relations movement, which sought to gain a better understanding of the human motivation for productivity. Although some of its facets are viable for certain circumstances, this theory generally does not translate well to workplaces today.

Major Contributors to Classical Organisational Theory



Principles of Classical Theory:

- Scalar principle: line vs. staff. It refers to line of authority.
- Unity of Command: It involves receiving of orders from only one person
- Exception Principle: It involves delegation of routine tasks and deals only with exceptions
- Span of Control: This theory is limited to number of people reporting to their superiors i.e. no. of people can be (3 to 12).
- Atomism: More abstractly, the classical theory stresses the fact that individuals have no intrinsic connection to one another. This assumption is often called “social atomism.” Individuals are isolated from one another naturally and, therefore, only the organization, through its chain of command and sense of mission, can unify individuals into a single, efficient and rational working unit.
- Efficiency: Classical theory stresses efficiency in organizational work. The command structure is designed to manifest both the overall objectives of the organization as well as the specific purposes of the functional units. Although the classical system stresses structure over everything, the basic issue is efficiency in communication. This requires certain things to be in place: a strict definition of duties and objectives, the control over all labor functions and a rational connection of one functional unit to another. Without these basics, no organization can function efficiently, according to the classical argument.

Characteristics features of Classical Theory:

1. Inter-related functions- Management consists of several inter-related and inter-dependent functions such as planning, organising, staffing, directing and controlling.
2. Universal principles of management- It is possible to understand, study and practice management quite effortlessly and to facilitate this classical writers (Taylor, Fayol, Weber etc.) developed certain principles—purely based on experience
3. Bureaucratic structure- Traditional theory prescribed that organisations be built around work to be done. Work is cut into small parcels and handed over to people having requisite qualifications. The work is supervised and controlled by a common superior following certain rules and regulations.
4. Reward-punishment nexus- “Follow the rules, obey the orders, show the results and get the rewards”. Great emphasis was also put on efficient use of resources while producing results.
5. It was closely associated with the industrial revolution and the rise of large-scale enterprise which demanded the development of new forms of organisation and management practices.
6. Traditional or classical organisation and management theory is based upon contributions from a number of sources, including scientific management, administrative management theory, the bureaucratic model, microeconomics and public administration.
7. Management thought focused on-
 - (a) Job content,
 - (b) Structure,
 - (c) Division of labour,
 - (d) Tasks of management
 - (e) Standardisation, simplification and specialisation,
 - (f) Scientific approach towards organisation and management,
 - (g) Primary incentives based on the economic and physiological needs of the workers.

Strengths of the Theory

While not typically used in today's workplaces, the classical management theory does have some strong points. They include:

- A clear structure for management, its functions and operations
- The division of labor that can make tasks easier and more efficient to accomplish, which can enhance productivity
- Clear definition of employee roles and tasks with little left to guesswork

Flaws of the theory:

When the theory is put into action, companies can see their production numbers increase. There are, however, some flaws that make this particular management model less than attractive in workplaces. These pitfalls include:

- By attempting to predict and control human behavior, this theory overlooks the importance of human relations and creativity.
- In essence, this theory views workers almost as machines, but fails to take into account what job satisfaction, employee input and morale can bring to the workplace.
- The reliance on prior experience and the ability to apply it almost solely to manufacturing settings is another drawback of this theory.

Evolution of Classical Theory:

The Classical Theory comprises of three streams:

- (a) Bureaucracy Theory;
- (b) Scientific Management Theory; and
- (c) Administrative/Process Management Theory

This is also known as Structural Theory of management. Max Weber introduced bureaucracy around 1990. F.W. Taylor introduced scientific management around 1910 and Henri Fayol inaugurated process management (functional or administrative management) around 1910.

(a) Bureaucracy Theory (Max Weber – 1864 – 1920):

The first pillar in the classical organisation and management theory was systematically provided by Max Weber (1864 – 1920) a German Sociologist. He offered bureaucratic model for management of any large and complex organisation in any branch of human activity. He considered bureaucracy as the most efficient form for a complex organisation. His primary contribution to management is his theory of authority structure.

Max Weber is known as the father of Modern Sociology. He had first used the term 'bureaucracy' to describe an organisational form which in his view was superior to others. He viewed an ideal organisation to be bureaucratic whose divisions of labour were clearly expressed and whose objectives and activities were rationally thought. He believed that performance evaluation should entirely be made on the basis of merit and that technical competence should be emphasized on. The key elements of a bureaucracy are defined by Weber as: A clear chain of command within a well-defined hierarchy where the top post holders have the authority and the right to control the lower post holders; Specialisation of skills and division of labour, where every employee will have the authority and essential expertise to finish a particular task; In writing, accurate and complete rules and regulations, to control and govern all decisions, activities and situations; Impersonal relationships between employees and managers, with clear duties of personnel and statements of the rights; And all the decisions regarding selection, recruitment and promotion will be made on the basis of technical competence. The framework Weber provided for his theory of Bureaucratic Management advanced the formation of many huge corporations such as Ford. (www.lehren.org; Stoner et al, 1996; Cole, 2004)

Basic Characteristics of a Bureaucratic Organisation according to the theory:

The basic characteristics of a bureaucratic organisation are as follows:

- (1) A Division of Labour by Functional Specialization – A maximum possible division of labour makes it possible to utilise all links of the organisation experts who are fully responsible for the effective fulfilment of their duties.
- (2) A Well Defined Hierarchy of Authority – Each lower official is under the control and supervision of a higher one. Each sub-ordinate is accountable to his superior for his own decisions and actions and the decisions and actions of his subordinates in turn.
- (3) A System of Procedures of Dealing with Work Situations – These procedures must be time-tested and equally applicable under similar situations of work.

(4) A System of Rules Covering the Duties and Rights of Employment – These rules should be simple and clear-cut and the responsibility of every member in the organisation must be clearly defined and assigned and strictly adhered to.

(5) Impersonal Relations between People – Rewards should be based on efficiency rather than nepotism or family connections. The functioning of the organisation based on rational and objective standards, excludes the intervention of personal considerations, emotions and prejudices. This unbiased approach predictably leads to optimum efficiency.

(6) Selection and Promotion Based upon Technical Competence and Excellence -The employees must be protected against arbitrary dismissal. The system of promotion should correspond to seniority or merit or both. This would help to produce staunch loyalty to the organisation.

(7) A system of rules, regulations and procedures - A bureaucrat seeks rationality, routine, objectivity and consistency for his organisation. Behaviour is subject to systematic discipline and control;

(8) Standardisation of Methods – A system of work procedures involving standardisation of methods

(9) A system of work procedures - involving standardisation of methods;

(10) Only Legal Power and Authority – Authority and power rest in the office. Bureaucracy recognises only legal power and authority given to each office or position in the organisation. The power does not belong to an individual. It is a part of the office.

Advantages of Bureaucracy:

The important advantages of bureaucracy are as follows:

(1) It leads to consistent employee behaviour – In this, as the policies, rules and procedures are set and applicable to all, this leads to consistent employee behaviour. This behaviour is predictable, making the management process easier to implement.

(2) It eliminates conflicting job duties – In this as the jobs, duties and responsibilities are clearly defined, the overlapping or conflicting job duties are eliminated.

(3) The maximum utilization of human resources – Promotions are based on merit and expertise. This results in rightfully matching the right workers with the jobs which makes the utilisation of human resources optimum. Also the individuals move up the hierarchy as they gain expertise and experience.

(4) The workers become specialists – The division of labour makes the workers specialists. Therefore, their skills are further polished, they become experts and perform more effectively.

(5) Continuance of the Organisation – The organisation continues, even if the individuals leave since the position is emphasised rather than the person. For example if a president leaves, another person is hired or promoted to that position and the organisation continues to operate.

Disadvantages of Bureaucracy:

The disadvantages of bureaucracy are as follows:

(1) Too much of paperwork – In this there is too much of red-tape and paperwork.

(2) Employees think less for the organisation – Because of impersonal nature of work; the employees do not care about the organisation, as there is no sense of belonging and devotion.

(3) No initiative and growth of the workers – Too much of rules and regulations and a strict adherence to these policies inhibit the initiative and growth of the workers. Employees are treated like machines and not like individuals.

(4) There is a resistance to change – Workers become so used to routines that there is a resistance to change and introduction of new techniques of operations.

Assessment of Bureaucracy:

Bureaucracy provided a rigid machine model of an organisation. It could not account for humanistic model of an organisation which could recognise importance of human interpersonal or mutual relations in an organisation. Bureaucratic organisation may be preferred where change is not anticipated or where rate of change is slow and it can be predicted.

In a stable or static organisation (considered as closed system) bureaucracy can work and may be preferred. It is usual in government and in many stable large businesses. But in a dynamic business organisation (considered as an open system) we cannot use bureaucracy.

There are many glaring disadvantages in bureaucratic organisations- Rigidity, impersonal and mechanical or dehumanised environment, higher cost of controls, tendency to forget ultimate goals of the organisation. Self-perpetuation and empire building, difficulty of co-ordination and communication, blind faith in rules, regulations and procedures. Above all, bureaucracy cannot offer satisfaction of higher level wants of employees and to that extent it fails miserably to exploit fully the human potential.

It offers limited scope for the development of human resources or for management development. Many of the problems of bureaucracy probably would be reduced if the individual needs and characteristics of all people are remembered and are duly considered in making managerial decisions. In other words, we must humanise bureaucracy.

(b)Scientific Management Theory - Frederick Taylor (1856-1915)

The theory of scientific management is the brainchild of Frederick Winslow Taylor. This theory emphasized on management of work and workers. In its simplest form, the theory follows the idea that there is one best way to do a job and that is to use scientific method. In his view, if a task is scientifically managed it will increase the productivity by increasing efficiency and wages of workers. Scientific management in terms of time study standards, separation of administrative and employee duties and incentive systems would correct the performance of labors.

Principles of this theory:

This theory is based on certain principles. In the year 1911, Taylor gave four principles for scientific management:

1. Scientific Job Analysis: Job should be analyzed through observation, data gathering, careful measurement and management. Such job analysis will replace the old rule-of-thumb method.
2. Selection of Personnel: Once the job is analyzed, the next step is to scientifically select, train, teach and produce workers. Previously, workers chose their own work and train themselves.
3. Management Cooperation: Managers should cooperate with workers to ensure that all work being done should be in line with the principles of Science i.e. scientific method.
4. Functional Supervising: Managers assume planning, organizing, and decision-making activities, whereas workers perform their jobs. In the past, almost all work and the greater part of the responsibility were thrust on workers.

Other important principles of Scientific Management designed by Taylor:

- I. Each task must be scientifically designed so that it can replace the old, rule- of-thumb methods.

II. Workers must be scientifically selected and trained so that they can be more productive on their jobs.

III. Bring the scientifically designed jobs and workers together so that there will be a match between them.

IV. There must be division of labour and cooperation between management and workers.

Taylor stressed the importance of employee welfare as well as production efficiency. To boost up productivity, wage incentives based on performance (differential piece rate system) were introduced. The emphasis was on maximum output with minimum effort through elimination of waste and inefficiency at the shop floor level.

Principles of scientific management are however not static. They are subject to change. Nothing is last or final in the vocabulary of scientific management.

Characteristics features of this theory:

. The main features of this theory are: It finds out best method for performing each job.

- It selects employees by using scientific selection procedure.
- It believes in having close relationship with management and employees.
- It uses division of labour. This work is licensed under a Creative Commons Attribution-
- It tries to produce maximum output by fixing performance standards for each job and by having a differential piece rate system for each job for payment of wages.

Techniques of Scientific Management:

(a) Scientific Task Planning:

Scientific task is the amount of work which an average worker can perform during a day under normal working conditions (called as a fair day's work). Management should decide in advance as to what work is to be done, how, when, where and by whom. The ultimate goal is to see that work is done in a logical sequence promoting maximum efficiency.

(b) Time and Motion Studies:

Time and motion studies have been advocated by Taylor with a view to isolate the wasteful and unproductive motions on the job. The time study would indicate the minimum time required to do a given job. The time taken by workers to do a job is being recorded first and this information is being used to develop a time standard.

Time standard is the period of time that an average worker should take to do a job. Motion study is carried out to find out the best sequence of motions to do a job. Managers, in the end, are charged with the task of planning the work through the above studies and workers are expected to implement the same.

(c) Standardization:

Under scientific management, standards have to be set in advance for the task, materials, work methods, quality, time and cost, working conditions, etc. This helps in simplifying the process of production, reducing wasteful use of resources, improving quality of work etc.

(d) Differential Piece Rate System:

Taylor advocated differential piece rate system based on actual performance of the worker. In this scheme, a worker who completes the normal work gets wages at higher rate per piece than a worker who fails to complete the same within the time limit set by management.

For example, each worker who produced 10 machine nuts (normal work) would be paid the standard wage of Rs. 2 per piece, and those below the normal work may get Rs. 1.5 per piece. Thus, there is considerable difference in wages between those who complete the job and those who do not complete.

Each worker is pitted against every other worker in an unhealthy competitive scheme to make more and earn more. In the long-run, this will have a telling effect on the health of the worker. More damagingly, this scheme would divide the working class permanently.

(e) Performance Standards: Taylor introduced time and motion studies to fix performance standards. For bringing uniformity of work, he fixed performance standards for time cost and quality of work. As a result, the efficiency of workers could be compared.

(f) Functional Foremanship:

In order to achieve better production control, Taylor advocated functional foremanship where the factory is divided into several components, each in charge

of a specialist, namely, route clerk, instruction card clerk, cost and time clerk, gang boss, speed boss, inspector, repair boss and shop disciplinarian.

These functional specialists perform the planning function and provide expert advice to workers. They plan the work for employees and help employees in improving results. The workers are expected to implement the commands of functional specialists.

Taylor emphasised five concepts on which management theory and practice could be based:

- (1) Research,
- (2) Standards,
- (3) Planning,
- (4) Control and
- (5) Co-operation.

Scientific management certainly used a systematic experimental techniques; on the other hand, it showed mechanistic assumptions about human behaviour. To Taylor, human behaviour was indeed a component of a large productive machine. Only those individuals who acted like machines had a place in his productive system. Taylor failed to understand the complexities of human behaviour.

The essence of positive view of scientific management was described by Taylor as follows:

- (i) All jobs can be observed and analysed in order to determine the one best way of accomplishing them. Management must use scientific, rather than the rule-of-thumb approach.
- (ii) The best man for the job can be scientifically selected and trained,
- (iii) You can insure that the one best way is followed by paying the man on incentive basis tying his wage or salary to how much he produces,
- (iv) To put a manager in charge of analysing, planning, preparing and inspecting work. The worker simply carries out the directions and instructions issued by the manager,
- (v) Harmonious organisation can be obtained by assigning the appropriate man to each set of operations. This will prevent any discord,
- (vi) Management has to choose the best means of economical production. Specialisation of workers is essential to increase efficiency of production.

(vii) Co-operation between labour and management can be achieved. This will ensure maximum output, in place of restricted output by workers,

(viii) A striving for enterprise and the development of each man to his greatest efficiency and prosperity must be accomplished,

(ix) Workers must be inspired or trained to use the scientific methods developed through time and motion study,

(x) Management must organise in such a way that it can properly manage and carry out its duties.

Contributions and Limitations of Scientific Management:

Contributions:

(1) Efficient and Effective Production Methods:

Specialization and division of labour have brought about the second Industrial Revolution in America and other developing nations. The American production 'miracle' is said to be the legacy of scientific management. The time and motion techniques have shown clearly as to how to organize the tasks in a more efficient and rational way.

(2) Rational Way to Solve Organizational Problems:

The role of scientific selection and development of workers in increasing worker effectiveness is also recognised. The stress it placed on work design encouraged managers to pursue the 'one best way' philosophy and achieve the tasks with the minimum effort and cost.

Scientific management not only developed a rational approach to solving organisational problems but also pointed the way to the professionalization of management.

(3) Heroic Figure:

Taylor is regarded as a heroic figure in the history of management because of certain genuine reasons:

(i) He is the first one to advocate planning of work, scientific selection of people, putting right man on the job, rewarding the efforts of employee in adequate measure, waging a war against inefficiency etc.

(ii) He gave a concrete shape to his ideas and reduced managerial thinking to a set of principles that have stood the test of time over the years.

Limitations:

(1) Exploitative Device:

Scientific Management made workers to run a race against time to earn more. The fruits of labour, in the end, were never enjoyed by workers in full measure. The owners enjoyed the party while the workers were shedding their blood.

(2) Depersonalized Work:

Scientific management supplied standardized jobs to workers. Everything was set in a straitjacket. Workers were made to repeat the same operations daily. This produced boredom and monotony. Workers did not like the idea of becoming glorified machine tools.

(3) Un-Psychological:

Taylor's idea that maximum productivity could be achieved only by employing 'first class men' was a deplorable one. Further, adding insult to injury, he did not suggest how the wages had to be paid and how the efficiency of workers could be measured etc.

(4) Undemocratic:

The idea of managers planning the operations and workers implementing the same was a prohibitive practice. In other terms, one group always performed challenging, novel tasks whereas the other one is loaded with boring, routine and standardized jobs. Scientific management, in a way, treated workers as unthinking animals.

(5) Anti-Social:

Scientific Management treated workers as economic tools. They were made to work and work without any interaction.

(6) Unoriginal:

People like Hoagland questioned the originality of Taylor's ideas and felt that his contribution had been somewhat overrated and overemphasized. Other researchers felt that the report of Taylor on Bethlehem Steel was almost completely a lie.

(7) Unrealistic:

Taylor believed that employees are motivated by material benefits. Current research, however, does not support this contention. Modern employees seek job

satisfaction, growth opportunities, challenging work, recognition etc. apart from economic incentives from work.

Assessment of Scientific Management:

Scientific management is also called Taylorism. It emphasized detailed, precise planning of work to achieve efficiency, standardisation, specialisation, simplification. It relied on formal top-down budgeting which led to centralised control system. Scientific techniques of management were employed for the management of physical resources rather than for human resources.

Primary emphasis was on the analysis, planning and control functions related to performance of basic tasks. It was assumed that normal economic incentives were enough for implementation of plans and policies. It aimed at improving the efficiency of human work but it considered human being as a rational economic man and he can act just like a machine.

Great advances in managerial practice were made to determine faster and better methods of production and more efficient forms of organisation and management. But workers were assumed as standardised units of production interchangeable in organisation slots-cogs in the organisation machine. No advances were made in human areas.

Scientific management assumed that industrial efficiency can be improved through the application of the methods of science and the movement to high wages for higher, productivity. It advocated that standardisation of working conditions, work methods, time study, motion study, standardisation of work, planning of daily tasks, etc., can promote industrial efficiency.

(c) Administrative Management/Process Theory - Henry Fayol (1841-1925)

Henry Fayol a mining engineer with a French company—was a pioneer in the study of the principles and functions of management. He drew a clear distinction between operating and management activities.

He listed the five major functions of management—planning, coordinating, organizing, controlling and commanding—that help a manager run a business efficiently and effectively. In addition to the five management functions, Fayol also developed 14 principles of management that can be applied in all types, functions, levels and sizes of organizations.

Principles of this theory:

Fayol's 14 Principles of Management:

1. Division of work- Divide work into specialized tasks and assign responsibilities to specific individuals. Specialization increases output by making employees more efficient.
2. Authority and responsibility- Authority is the right to give orders and the power to obtain obedience. Managers must be able to give orders and authority gives them this right.
3. Discipline- Employees must obey and respect the rules that govern the enterprise.
4. Unity of command- An employee should receive commands from only one superior.
5. Unity of direction- The entire organization should be moving towards a common objective in a common direction.
6. Subordination of individual interest to the common good. In any organisation, the interests of employees should not take precedence over the interests of the organisation as a whole.
7. Remuneration of personnel- Compensation for work done should be fair to both employees and employers. Fayol did not favour profit-sharing plan for workers but advocated it for managers.
8. Order- Materials and people should be in the right place at the right time.
9. Centralization- Fayol defined centralization as lowering the importance of the subordinate role. Decentralization is increasing the importance. The degree to which centralization or decentralization should be adopted depends on the specific organization in which the manager is operating.

10. Scalar chain- The graded chain of authority from top to bottom through which all communications flow is termed as 'scalar chain'. However, if following the chain creates communication delays, cross- communication (gangplank principle) can be permitted, if agreed to by all parties and superiors are kept informed.

11. Equity- Managers should be fair in dealing with employees. Equity is the combination of justice and kindness.

12. Stability of tenure- Management should provide systematic human resource planning and ensure that replacements are available to fill vacancies.

13. Initiative- Management should take steps to encourage worker initiative, which is defined as new or additional work activity undertaken through self-direction.

14. Esprit de corps- Management should promote harmony and general good feelings among employees.

Fayol firmly believed that management functions and principles have universal application. He felt that those who acquire a general knowledge of management functions and principles can manage all types of organisations.

He argued that anyone interested in managing an enterprise could learn these principles and apply successfully. In order to become a manager, however, certain qualities of head and heart are needed (physical health, mental vigour, character, etc.).

Management Process as per Fayol:

According to Fayol, all managers perform basic functions of management. These are:

● Planning ● Organizing ● Commanding ● Coordination ● Controlling

Fayol proposed that all operations in business organisations can be classified under six headings:

(1) Technical (production),

(2) Commercial (purchase and sales),

(3) Financial (finding and controlling capital),

(4) Security (protection of property and persons),

(5) Accounting (stocktaking and balance sheet, costing, records), and

(6) Administrative/Managerial activities (planning, organising, commanding, coordinating, and controlling).

He further noted that with regard to administrative operations:

- (1) To plan means to study the future and arrange the plan of operations,
- (2) To organise means to build up the material and human organisation of the business,
- (3) To command means to make the staff do their work,
- (4) To co-ordinate means to unite all activities and
- (5) To control means to see that everything is done in accordance with the rules that have been laid down and instructions given.

Other Ideas of Fayol:

Fayol's contribution to the evolution of modern management is really remarkable:

1. He gave us overall concepts of general management.
2. He gave us the typical functions of management.
3. He recognised the value of staff specialists to guide and advice line managers in complex organisations. Later management experts developed line and staff organisation.
4. He recommended selection and training of workers and managers. This will create skilled workers and professional managers.
5. He advocated the use of organisation charts to describe at a glance the organisational relationships, authority-responsibility flows and scalar chain.
6. He introduced with great emphasis the principles of unity of command and unity of direction.
7. He pointed out the importance of non-financial incentives.
8. He identified the key problem of delegation and decentralisation of authority.
9. He emphasized planning function of higher management.

Other Contributors:

J. Mooney (1884-1957) and Alan Reiley were the advocates of process management school. These two management experts identified and elaborated principles of organisation such as coordination, scalar principle, line and staff

duties, etc. Two other individuals L. Urwick and L. Gulick also emphasised the functional or process approach to management. They synthesized the ideas of various writers on process management theory and indicated the probability of the science of management.

Contributions and Limitations of Fayol:

Contributions:

(1) Conceptual Foundation:

Fayol's contribution to management is unique and valuable. He provided a conceptual framework for analyzing the management process. He-

(i) proposed that all operations in a business can be classified into 6 major heads where management is the most important one;

(ii) Listed planning, organising, commanding, coordinating and controlling as the main elements of management; and

(iii) Proposed 14 principles of management which could be applied universally.

A number of current ideas and practices in management can be directly linked to the contributions of Fayol.

(2) Universally Applicable Principles of Management:

By emphasising that management skills are universal, Fayol has done a signal service to the propagation of management concepts. Fayol always believed that managerial ability could be applied to the home, the church, the military, the school, and politics as well as to industry. This has ultimately led to the mushrooming growth of management institutions throughout the globe.

Limitations:

(1) Lack of Empirical Evidence:

The theory is not supported by empirical evidence. Some of the terms and concepts have not been properly explained by Fayol. For example, the principle of specialisation does not tell us the way to divide the tasks. The so-called principles of management have been dubbed by critics (Simon, Stephenson) as 'proverbs' comparable to folklore and folk wisdom.

(2) Neglect of Human Factor:

The theory views human being as passive and capable of reacting only to organisational rules and economic incentives. Human attributes such as emotion, attitude, and creativity have been totally ignored.

(3) False Assumptions:

The theory assumes that all organisations can be managed by the same set of rules and principles. It does not recognise the differences in tasks and problems that confront organisations. Formal authority, again, is not sufficient for managers to control employees.

(4) Act Differently and Different Situations:

They must act differently in different situations, assessing their own strengths, organisational needs, union pressures, and competitive reactions etc. from time to time. Rules have to be applied carefully looking at the internal and external dynamics of the organisations.

(5) Pro-Management Bias:

It suffers from pro-management bias. It is more concerned with what managers should know and do rather than with a more general understanding of managerial behaviour. It does not offer guidelines as to when, where and how the principles have to be applied.

(6) Historical Significance:

It has only historical significance. It is more appropriate for the past (where the environment was stable, predictable) than for the present (where the environment is turbulent, competitive and continually changing). As we all know, getting work from subordinates through the use of commands, instructions and force is not possible in the modern world.

Assessment of Administrative or Process Management Theory:

Social scientists described administrative theory as an ideal bureaucracy. It places heavy emphasis on the power and authority structure of an organisation. It enjoys all the advantages of bureaucracy such as order, stability, and certainty.

It also suffers its disadvantages such as rigidity, impersonality, and excessive categorisation. It is institutionally power-centred and cannot give greater scope for individualism. Hence, it cannot provide democratic organisations. Administrative theory is a way to achieve bureaucracy.