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ASSESSMENT OF THE CONTRIBUTION OF ADMINISTRATIVE SCIENCE ON THE DEVELOPMENT OF ADMINISTRATIVE STUDY

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Abstract

The paper is on the contribution of administrative science on the development of administrative study, the main objectives of the study is to explore the contribution of administrative science on the development of administrative study, Explanatory research was employed and allows the researcher to explore documented data on the concept of administration and public administration, scope of public administration as a discipline and as an activity, (he scientific management theory, bureaucratic theory and administrative theory. Data were generated from related literature research materials, such as internet, journals text book, unpublished dissertation, etc. The finding of the paper shows that administrative study help to understand the impact of government policy and operation of society as well as draw on a variety of sister discipline such as; economics, anthropology and sociology etc. Finding indicated that administrative science help to rely on government for speedy development in an organized and effective operation for increasing efficiency and productivity as well as jell need for a body of knowledge. This paper also concluded that the relevant of theories in other disciplines of science such as philosophy, sociology and ecology have contributed to Public Administration in understanding how public administration interacts with its interrelated environments. The study concluded that the theories of sciences have contributed to the development of administrative study in terms of efficiency and productivity.

Keywords: Public Administration, Scientific Management, Bureaucracy, Principles of Management.

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1.1 Introduction

Public administration is an inevitable part of contemporary society because the lives of the people are closely connected with the administration of their government. Human beings are living in accordance with the policies and activities done by the administrators. However, its role is constantly changing as a result of the redefined functions and tasks of the state and authorities in relation to citizens, businesses, non-governmental organizations and other members of the society. Despite the differences in Public Administration in certain times and places, a significant level of convergence is observed in all public administration dimensions. (Kovac, 2016).

Public administration as an activity can be traced to the earliest period of human history. It had been in existence since the origin of the concept of state. However, as an academic discipline, Public Administration emerged towards the later part of the 19th century and gained popularity as a social science in the 20th century in the USA.

Like many other social science disciplines, public administration confronted with the question whether it is a science or not. The controversy has originated because science historically stood for physical sciences like physics, chemistry etc. A group of thinkers includes C. Neely, Wallace B. Donham, Luther Gullick, Willoughby and others claimed that Public administration is a science like other sciences. Administrative scientist like Luther Gullick, Frederick Wilson Tailor, Henry Fayol and Max Webber made significant contribution towards development of public administration.

2.0 Conceptual Exploration

2.1 Concept of Public Administration

For better understanding of the concept of public administration, it is necessary to understand the meaning of ''administration''. Nigro stated that ''administration'' is the organization and use of men and materials to accomplish a purpose''. Simon says ''in its broadest sense, administration can be defined as the activities of groups cooperating to accomplish common goals''. Thus, administration means a cooperative effort of a group of people in pursuit of a common objective. Administration is a universal process and occurs in diverse institutional settings. Public Administration is a part of the wider field of administration.

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According to Wilson (1887), "Pubic Administration is the detailed and systematic application of law. Every particular application of law is an act of administration." Therefore, public administration refers to that part of administration, which pertains to the administrative activities of the government.

White (1955) pointed that "Public Administration consists of all those operations having for their purpose the fulfillment or the enforcement of public policy". It includes military as well as civil affairs, much of the works of the court, and all the special fields of government activity-police, education, health, construction of public works, conservation, social security and many others.

To Gulick (1937), Public Administration is that part of the science of administration, which has to do with the government and thus, concerns itself primarily with the executive branch, where the work of the government is done. Though there are obviously administrative problems also in connection with the legislative and judicial branches.

Dimock (1937) opined that Public administration is concerned with 'what' and 'how' of the government, 'what' is the subject matter, the technical knowledge of a field which enables the administrator to perform his tasks. The how is the technique of management, the principles according to which co-operative programmes are carried through to success. Each is indispensable; together they form the synthesis called administration.

The traditional definitions of the public administration reflect the view that the public administration is only involved in carrying out the policies and programmes of government. It reflect that it has no role in policy making and also locates the administration only in the executive branch but today the term public administration is used in a broader sense that it is not only involved in carrying out the programmes of the government, but it also play an important role in policy formulation and covers the three branches of the government. Its scope embraces all the activities of the government.

2.2 Public Administration's as a science

The debate whether Public Administration is an art or science has been profound and important in public administration discourse. The debate is still relevant in contemporary Public Administration and will enable scholars and practitioners in the field to ascertain what is 'scientific and artistic' about Public Administration. Science in this context, in Public

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Administration in particular, is associated with knowledge or acquired knowledge and art is associated with skill to perform administration tasks.

The early writers on the study of public administration like Woodrow Wilson called it as the science of public administration. Similarly, Willoughby (1926) asserted that "in administration, there are certain fundamental principles of general application analogous to those characterizing any science". Moreover, in the case of physical sciences, they have the features of exactness, precision and predictability.

Victor (2011) classified the advocates of science of administration into three main categories. The advocates in the first category claimed that there is a fair degree of exactness certainty of the principles of public administration.

The second group of writers do not agree with the view point put forward by the writers in first category. Merson and White are among the writers of second category who argued that there is not and can never be exact science of public administration, yet asserted that public administration is a science. They went further to argue that science is the investigation and observation followed by tabulation, classification and correlation. The subject matter of the exact science is measurable and consists of facts which can be isolated and generally have a relative uniformity. All these conditions do not exist in the science of public administration.

The writers in the third category expressed that at the present state of development, public administration may not earn the name of science but in a due course of time it will become a science. Urwick (1937) says that "working in a field where there are still so many unknown factors, so much territory unexplored, the students can do more than suggest a framework of thought, an arrangement of ideas and principles which may help others to make their own synthesis out of their own experiences. The facts that these principles collected from the writings of half a dozen different people, and many of whom made no attempt to correlate their work with that of others, can be presented in a coherent and logical pattern, is in itself strong evidence that there is a common element in all experience of the conduct of social groups, that a true science of public administration is ultimately possible.

Victor (2011) opined that public administration can be a science under the following conditions. Firstly, it is very much imperative that the place of normative value should clearly be identified

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and made clear. Secondly, greater emphasis on human element in public administration should be laid for understanding the subject matter of this science of administration. Lastly, principles of public administration should be developed on the basis of cross-cultural studies which may not suffer from being culture bound.

The science of administration is the system of knowledge whereby people may understand relationship, predict results, and influence outcomes in any situation where people are organized at work together for a common purpose. Public administration is that part of the science of administration that has to do with government, and thus concerns itself primarily with the executive branch, where the work of government is done. It is stated that administration is a distinct activity calling for specialist knowledge and techniques, and to be brilliant in the art of administration, the administrator needs to acquire more and more knowledge. As indicated earlier, Public Administration as a science also assists decision-making so that managers are able to estimate or predict consequences for both the government and an organisation. Some scholars also attest to the notion that scientific methods can be used in many management situations and can be useful in decision-making process because science as a method of inquiry and body of knowledge may be used to inform managers and estimate the possible consequences or actions (Siswana, 2007).

3.0 Contribution of Administrative Science

The movement for the science of public administration could be said to have begun in 1927 with the publication of W. F. Willoughby's book Principles of Public Administration that came to be known as the second textbook in the field of public administration. According to him, public administrators would be effective if they learned and applied scientific principles of administration. The central belief of the movement was concentrated on certain "principles of administration" such as economy and efficiency. The business of administration was conducted on the basis of scientific management. The work of Luther Gulick, Frederick W. Taylor, Henry Fayol and Max Webber followed with significant impact to the development of the discipline. Their key contributions are discussed below.

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3.1 Luther Gulick's POSDCORB

One of the major contributions of administrative science came from Gullick and Urwick's publication Papers on the Science of Administration in 1937. They claimed that public administration is a science. Both of them coined the acronym 'POSDCORB' to study the scope of public administration *POSDCORB* stand for planning, organisation, staffing, directing, co-ordination, reporting and budgeting. According to Gulick, the POSDCORB activities are common to all organizations. They are the common problems of the management, which are found in different agencies regardless of the nature of work they do. POSDCORB gives unity, certainty, and definiteness and makes the study more systematic.

3.2 F. W. Tailor's Scientific Management

The first coherent of administrative theory known as 'Scientific Management' was propounded in the beginning of the twentieth century. Among the scholars, the contribution of F.W. Taylor is most important in the development of the theory of scientific management. So he is regarded as the 'father of scientific management' school. Taylor observed that the conditions in factories were unplanned, there was absence of standardization of methods of work, there was no rational method of assigning workers to their jobs and they were often placed in jobs that they preferred. The work to be done and the methods to be adopted and selection of tools were also determined by workers. He also realized that there was a lot of waste of materials, loss of production and efficiency; there was no coordination between departments and managers did not possess decision making skills, they had no clear idea of the responsibilities. Decisions and standards of work performance were made on the basis of 'rule of thumb' that provided the workers with an opportunity for a 'systematic soldering' as well as the purposeful restriction of output. Based on these observations, Taylor developed a science of management theory aimed at discovering the 'one best way' of performing any task as well as increasing productivity. His Principles of Scientific Management revolutionized the idea of optimizing productivity by focusing on the most efficient way of managing and making the workers more productive. It offered a systematic approach that managers could apply to their own organization. His major works include:

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Four Principles of Scientific Management:

These principles are regarded as the hallmark of the scientific management school and they include:

i **The development of a true science of management:** The first principle was finding the best way of doing a job so that the best method for performing each task could be determined. The most efficient ways of completing tasks and standard work procedures were believed to enhance productivity. Taylor introduced/ implemented the time and motion studies at Midvale Steel Works to determine the highest level of output in accordance with a particular procedure. By doing so, Taylor was able to find the 'one best way' of doing a job.

ii **The scientific selection of workers:** It involved the scientific selection and progressive development of the workers so that each worker would be assigned responsibility for the task for which he/she was best suited. By introducing this principle, it was expected that management can better identify the inherent strengths and weaknesses of each worker which, in turn, help management to maximize capacities.

iii **Bringing science of work and the scientifically selected workers together:** The third principle was fusing the science of doing the job with the scientifically selected workers. Taylor emphasized that unless the science of doing work and the workers are brought together, all efforts will be lost. According to him, the success of scientific management depends on the fusion of work procedures and workers and it is the most important responsibility of management.

iv Equal division of responsibility between management and workers: He stressed that equal division of responsibility would ultimately promote intimate and friendly cooperation between management and workers which, in turn, would help management for better supervision of its workers as well as reduction of disputes between them. In a nutshell, productivity and efficiency were the primary ends of scientific management. Standard work procedures, scientific selection of workers, fusing together the science of work and trained workers and sharing of responsibility between management and workers were the means to achieve those ends.

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Scientific Management is a combination of all these principles and they cannot be isolated.

Basic Components of Scientific Management

There are four basic components of scientific management as follows:

i **Determination of standard of performance:** The real problem that Tailor found from his experience was that no one exactly knew how much work a worker was expected to do in a specific/given time. The standards of work performance were determined on the basis of rule of thumb rather than following any scientific basis. Taylor introduced his famous **time and motion study**1 to determine the standard of work performance.

ii **Functional foremanship/functional organization:** Taylor called for a drastic reorganization of supervision and recommended functional foremanship in the organization in which the worker receives orders from eight functional specialists. In other words, he proposed using specialized experts known as functional foreman each of whom was responsible for some specific aspect of the worker's task. He also advocated the division of work between managers and workers favoring a complete separation of the planning function from the doing function. "He opposed the linear system or military type of organization in which each worker is subordinate to only one boss"

iii **Piecework system of wage payment:** Taylor observed that workers did as little as possible because under prevalent system of wage payment, a worker who had nothing to gain if he/she worked hard. To deal with this problem, he developed the system of 'differential piecework' for motivating them to achieve the highest level of efficiency.

iv **Mental revolution:** Scientific management in its essence, according to Taylor involves a complete mental revolution in the attitudes of workers toward their work and in the attitudes of managers/management toward their duties and the ways in which they handle their daily problems. According to him, determining standards of work, eliminating wasteful operation and piecework system of wage payment would benefit both the workers and the employer/management which would result into a mental revolution among the workers and the management since they would develop a cooperative attitude toward each other.

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3.3 Max Webber's Bureaucracy

Bureaucracy is the institution that carries out the functions and responsibilities of the state. The term was popularized by German sociologist Max Weber (1864-1920). Webber said that centralized bureaucratic administration was an integral part of modern state structure and it is inevitable. He clearly stated that "the growing complexity of the administrative task and the sheer expansion of the scope increasingly result in the technical superiority of those who have had training and experience and will thus inevitably favor the continuity of at least some of the functionaries. Weber came up with his model believing that if organisations want to successfully accomplish their objectives, they should fasion their work base on his model of bureaucracy (Kajang and Istifanus, 2011).

Characteristics of Bureaucracy

According to Max Weber the characteristics of bureaucracy are as follows:

1. In bureaucracy office is arranged or ordered hierarchically like a pyramid. That is, officers hold office according to their rank. All the officers are subject to the higher authority.

2. Bureaucratic system is characterized by impersonal and written rules. The entire administration is run by impersonal authority and the authority is vested in rules. In other words, in bureaucratic system, human appeal has no importance. Laws and rules conduct the administration. All the decisions are taken on the basis of rules and their methodical application.

3. All the officials are recruited strictly on the basis of proven efficiency and potential competence. Officials are given specialist training. For the purpose of recruitment, qualifications are fixed; of course there may be provision for relaxation.

4. Each official in bureaucracy has special or demarcated task. That is, there is clear division of work and each official will have to strictly observe it. The tasks are so demarcated that it involves fall time employment.

5. The separation of officials from ownership of the means of administration. It means that the officials will simply conduct the administration and they cannot claim the ownership of the means of administration.

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6. The officials who perform their duties competently will have security in services salaries and promotion. In other words, in bureaucracy efficiency, merit and honesty are duly rewarded and there is also the scope of recognition of seniority.

3.3 Henry Fayol's Principles of Management

Henry Fayol, also known as the 'father of modern management theory' gave a new perception of the concept of management. He introduced a general theory that can be applied to all levels of management and every department. The Fayol theory is practiced by the managers to organize and regulate the internal activities of an organization. He concentrated on accomplishing managerial efficiency. The fourteen principles of management he advocated are explained below as outline in Kajang and Istifanus (2011).

i. **Division of Work:** Henri Fayol believed that segregating work in the workforce amongst the worker will enhance the quality of the product. Similarly, he also concluded that the division of work improves the productivity, efficiency, accuracy and speed of the workers. This principle is appropriate for both the managerial as well as a technical work level.

ii. **Authority and Responsibility:** These are the two key aspects of management. Authority facilitates the management to work efficiently, and responsibility makes them responsible for the work done under their guidance or leadership.

iii. **Discipline:** Without discipline, nothing can be accomplished. It is the core value for any project or any management. Good performance and sensible interrelation make the management job easy and comprehensive. Employee's good behavior also helps them smoothly build and progress in their professional careers.

iv. **Unity of Command:** This means an employee should have only one boss and follow his command. If an employee has to follow more than one boss, there begins a conflict of interest and can create confusion.

v. **Unity of Direction:** Whoever is engaged in the same activity should have a unified goal. This means all the person working in an organisation should have one goal and motive which will make the work easier and achieve the set goal easily.

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vi. **Subordination of Individual Interest:** This indicates that employees should work unitedly towards the interest of the organisation rather than personal interest. Be subordinate to the purposes of an organization. This refers to the whole chain of command in an organisation.

vii. **Remuneration:** This plays an important role in motivating the workers of an organisation. Remuneration can be monetary or non-monetary. However, it should be according to an individual's efforts they have made.

viii. **Centralization:** In any organisation, the management or any authority responsible for the decision-making process should be neutral. However, this depends on the size of an organization. Henri Fayol stressed on the point that there should be a balance between the hierarchy and division of power.

ix. **Scalar Chain:** Fayol on this principle highlights that the hierarchy steps should be from the top to the lowest. This is necessary so that every employee knows their immediate senior also they should be able to contact any, if needed.

x. **Order:** An organisation should maintain a well-defined work order to have a favorable work culture. The positive atmosphere in the workplace will boost more positive productivity and efficiency.

xi. **Equity:** All employees should be treated equally and respectfully. It's the responsibility of a manager that no employees face discrimination irrespective of gender, tribe or historical background.

xii. **Stability:** An employee delivers the best if they feel secure in their job. It is the duty of the management to offer job security to their employees.

xiii. **Initiative:** The management should support and encourage the employees to take initiatives in an organization. It will help them to increase their interest and make them worth.

xiv. **Esprit de Corps:** It is the responsibility of the management to motivate their employees and be supportive of each other regularly. Developing trust and mutual understanding will lead to a positive outcome and work environment.

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However, these 14 principles of management are used to manage an organization and are beneficial for prediction, planning, decision making, organization and process management, control and coordination.

4.0 Discussion of Findings

The contribution of administrative scientist was the golden movement in the history of public administration and achieved a high degree of respectability. As a consequence to the increasing complexities of society, growing functions of state and growth of governments on democratic lines made the administrative thinkers to think 'how' and in what 'directions' these functions should be effectively performed.

Administrative scientists seek to strengthen the paths of government, to make its business less business like, to strengthen and purify its organization and to crown its duties with dutifulness. Their ideas about management of resources, workers and workplace were revolutionary in their time. The principles they developed became widely accepted in the public and even private sector. Their work largely influenced administrative thought and management practices over time.

The idea of finding the one best way of doing the job advocated by the Taylor appeared as the standard for achieving efficiency. The scientific management also attracted the support of governmental administrators who were directly concerned with the question of efficiency. The general principles of standards of work, functional organization, selecting and placing the right person for the right job are still being used widely in both private and public administration.

In every modern state and administration, bureaucracy is practically indispensable. Without bureaucracy no administration can be run properly and efficiently. Even the ordinary management of administration is not possible. Precision, speed, unambiguity, knowledge of the files, continuity, discretion, unity, strict subordination, reduction of friction and of material and personal costs these are raised to the maximum point in the strictly bureaucratic organization. Modern economic organization and the administrative structure have reached such a stage that bureaucracy has established its indispensability. Without bureaucracy the administration will suffer and also will suffer general public.

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The fourteen principles of management advocated by Henry Fayol are applicable to all levels of management and every department. The principles are practiced by the managers to organize and regulate the internal activities of an organization. One of the principles emphasized that there should be subordination of individual interest. This indicates that employees should work unitedly towards the interest of the organisation rather than personal interest. This will make the employees to work towards the general goal of the organization.

5.0 Conclusion

Public administration had undergone a series of stages in its metamorphosis and evolutionary development. One of the most significant movement in the development of public administration was the contributions of administrative scientists. Their contributions made public administration to achieve a high degree of respectability.

Their ideas about management of resources, the standard for achieving efficiency that attracted the support of governmental administrators who were directly concerned with the question of efficiency and the process of selecting and placing the right person for the right job are still being used widely in both private and public administration. They also advocate that the administration of public organization should be based on established rules, regulations and procedures; career development; neutrality; impersonality; and anonymity. Individuals are encouraged to work in achieving general interest of organization.

However, there is much violation of many principles advocated by the administrative scientist especially in developing countries. Rules and procedures are not been followed, merits are usually set aside in selecting the candidate to perform the job and pursuance of individual interest at the expense of organizational interest remain the order in many public organization.

The work therefore recommend to establish legal framework that will prevent administrators in public organisations from deviating with those principles developed and advocated by administrative scientist.

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