

happiness and increased self-realisation. Prominent writers advocating this approach include Abraham Maslow, Douglas McGregor, Rensis Likert and Chris Argyris.

The human relations approach has been criticised for its manipulative orientation. It is alleged that the aim of the movement is to manipulate the man in organisation to achieve higher productivity. It is also criticised for ignoring the institutional and social system variable in understanding the organisation.

#### 4.4.4 Behavioural Approach

Herbert Simon's 'Administrative Behaviour' is a critique of the older Public Administration. More importantly, it sets forth the rigorous requirements of scientific analysis in Public Administration. Simon's conclusion about some of the classical 'Principles', was that they were unscientifically derived and were "no more than proverbs". He rejected the politics-administration dichotomy: and at the same time brought in the perspective of logical positivism for the study of policy-making and the relation of means and ends. Reflecting the perspectives and methodology of behaviouralism in psychology and social psychology, Administrative Behaviour pleaded for the enforcement of scientific rigour in Public Administration. The substantive focus was on "decision-making", and as Simon insisted, "If any 'theory' is involved, it is that decision-making is the heart of administration, and that the vocabulary of administrative theory must be derived from the logic and psychology of human choice".

Simon's approach provided an alternative definition of Public Administration, and widened the scope of the subject by relating it to Psychology, Sociology, Economics and Political Science. In the development of the 'discipline' he identified two mutually supportive streams of thought. One was engaged in the development of a pure science of administration which called for a good grounding in social psychology; and the other in the development of a broad range of values and in working out prescriptions for public policy. The second approach was, in Simon's view, analytically far-ranging. It would imply the assimilation of the whole of Political Science and Economics and Sociology as well as Public Administration. Thus Public Administration, he feared, might lose its identity in the second approach. But he favoured the co-existence of both the streams of thought for the growth and development of the discipline. As he said, "there does not appear to be any reason why these two developments in the field of Public Administration should not go side by side, for they in no way conflict or contradict. But the workers in this field must keep clearly in mind in which area, at any given time, they propose to work".

#### 4.4.5 Development Approach

The ecological approach to the study of administration originated in the wake of the emergence of the Third World and increasing realisation of irrelevance of most of the western organisation theories to the study of administration. To quote Robert Dahl, "The study of Public Administration inevitably must become a much more broadly based discipline, resting not on a narrowly defined knowledge of techniques and processes, but rather extending to the varying historical, sociological, economic and other conditioning factors...". This suggestion has been taken up as a challenge and efforts have been made in the study of Public Administration in the developing countries in a bid to "establishing propositions about administrative behaviour which transcend national boundaries". Such efforts have given rise to Comparative Public Administration and Development Administration.

#### 4.4.6 Public Policy Approach

The Social Sciences' general concern for social engineering has resulted in the laying of emphasis on public policy. The study of Public Administration has also been influenced by the public policy perspective. The abandonment of politics-administration dichotomy made the public policy approach agreeable to administrative analysis.

Evidence from the practical world of administration has brought out the criteria of a close nexus between politics and administration. As governments seek to formulate and implement more and more welfare programmes, the promotion of policy studies in public Administration gathers momentum. At this stage, the study of Public Administration has been gaining in social relevance no doubt; but its boundaries as a descriptive study are not as clearly distinguishable now as they used to be in the olden days of politics-administration dichotomy. The discipline, to many Public Administration analysts, has gained in vigour and rigour; but it has suffered a crisis of identity with diversification and strength.