

**FIS 511: ADMINISTRATIVE AND
PROGRAMME PLANNING IN EXTENSION
(2UNITS)**

CONCEPT, THEORIES AND MODELS O, PRINCIPLES
AND GUIDELINES OF ADMINISTRATION,
ORGANIZATION, SUPERVISION AS APPLIED TO
EXTENSION

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THEORY

- Theory is an explicit and objective statement which either by summary or speculation suggests that a relation exist between data or knowledge.
- It can also be defined as a relationship between facts and ordering of that fact in a meaningful way.
- A theory is a scientifically accepted general principle or body of principles offered to explain phenomena.
- A theory is also a statement of logical relationship between facts.
- It is a set of inter connected concepts and proportions, presenting a systematic view of phenomena.
- Theories explain realities and provide a frame work (basis) for research and prediction.
- Theory can be viewed as a belief or as a speculation or abstract thought or principle.

A MODEL

- A model is an image, shape, a copy or a pattern of something to be made. An example for imitation or emulation. A model can also be seen as an ideal.
- A model can also be defined as a description or analogy needs to help visualize something that cannot be directly observed. Therefore, models are consciously simplified description in a graphically of a reality.
- A model seeks to show the main elements of any structure or process and the main elements of any structure or process and the relationships between these elements. Models may be structural or functional.
- The structural nature of a model can be viewed in the example of a diagram of the component of a radio set or an architectural design that is in the form of a immature building.
- Functionally, speaking, a model can be in the form of the description of systems or processes in terms of energy, forces and their direction, the relations between parts and the influence of one part on another.

In extension administration, theories serve as principally as:

- A basis for research
- A guide to application of good knowledge
- A guide to administrable and organizational activities
- A guide basis for decision making operation
- It helps to understand, predict, adjust administrative behavior more objectivity and systematically.
- In reality, it would appear that no single theory can achieve all these theories functions. Therefore, in administration set of theories has been developed. Each theory supplement the others. For proper understanding of theory, there are so many theories by which people behave in an organization but the following theories will be considered in the course.
- Functional theory
- Decision making theory
- Human relations theory
- Social process theory
- XYZ theory
- Fusion theory

FUNCTIONAL THEORY

- This theory is also called Administrative process theory or transitional theory.
- It explains administrative behavior in terms of administrative process and formal functions in which administration operates.
- This theory has been credited to Fredrick Taylor. This man carried functional foremanship and by his own interpretation, he came up with theoretical framework which includes the following:
 - 1. Planning (2) Organizing (3) Staffing (4) Directing (5) Coordinating (6) Budgeting
- Collectively, the basis assumption of functional theories has division of labour as the basis of that theory.
- The assumption means that functionalism tends to consistency and proficiency and apart from this some basic concept emanated from functional theory and they include:
 - Division of labour
 - Specialization
 - Staff line and staff relationship

The **main principle** used to justify the value of functional theory is divided into the following:

- Specialization leads to efficiency
- Appropriate organizational theory
- Span of control (number of people, the supervisor can control)
- Delegation of responsibility and backed it with authority
- Job evaluation by supervision
- Functionalist suggests that on the basis of above principles one can predict administrators behavior.

DECISION MAKING THEORY

- The theorists are: Herbert Simeons, Griffiths, Bernard
- Their suggestion in administrative theory showed the organizational principles that ensure good decision making process leads to sound knowledge of administrative behavior.
- Decision making theory is based on the complex of human association and events and it is a principle of chain of command, reaction and it established the process of identification of the best course of action from set of objectives i.e it shows that there are several alternatives than you weigh and select the best alternatives.
- It means not only the art of deciding itself but also of such arts that are necessary to put the decision into operation.
- It is not always necessary to look at the final step before a decision is taking but all the steps that lead to it are also important.
- A good administrator should have decision making point relating to the objective of the organization and should not make decision for others but guide them into it.

CONDITIONS IN DECISION MAKING

- There must be a decision making environment
- There must be a decision maker
- Goals or objectives or ends to be observed must be identified
- The relevant alternatives or set of action from which a choice will have to be marked
- There must be a situation by which an ordinary of alternatives in meaningful ways or some arrangement
- Select one form on the alternatives
- The choice itself
- Decision maker must be ready to accept responsibility for the decision he has taken
- In general, decision making process can be called **Problem solving process** in that the problems are broken into the simplest form so as to select the most appropriate alternative/solution.
- Decision making theory is always operated either **open or close system**. If it is **open system**, it involves participation and input of several people in the organization and their opinions are considered with reasons.
- Open system encourages interaction and are more democratic in nature while **close system** involves what to do, how to do it and not why you do it. It is usually autocratic.
- The administration that operates on the decision making theory should concern him with decisions that are coherent, committed and conducive for the efficiency of the organization for which you work

STEPS IN DECISION MAKING

There are several steps of decision making which can be of help to decision maker

- The first step in decision making is to recognize, identify and define the problem,
- Analyze the problem,
- Establish criteria or standard by which solution will be evaluated or judged as acceptable and adequate to the needs
- Collect relevant data free from bias,
- Formulate and select the preferred solution or possible alternative,
- Be objective in the selection of alternative solution,
- Decision making: This is the stage where you choose the best alternative from the alternatives. Decision may not always be rational but once in a while an administrator may be forced to take a **rational decision**.

PHASES IN DECISION MAKING THEORY

- Diagnose the problem properly- What is the problem? However, a good diagnosis usually specify desired result
- Considering the good alternatives
- Project consequence of various alternatives
- Making the choice: The marginal value mainly measured how important the final choice among equal alternatives to the organization. The closer the decision maker to the subordinate the quicker the decision can be made.

CONSTRAINTS TO DECISION MAKING

- The political culture and specific attitude which the citizen holds towards public programme or government employee
- Demand for resources and support from individual, pressure group and even clientele group
- Social background i.e the skill, knowledge, capability and carefulness of the administrator
- Organizational structure- The procedure as well as the precedent of the administrative unit could make it difficult for an administrator to make a decision.

ASSIGNMENTS

- Discuss the implication of decision making to Fisheries extension in your country.
- What is the significance of the two-factor theory (Health & Motivator) in the administration of extension?
- What is motivator and hygiene according to Herzberg?
- Explain the implication of Human Relation Theory in Fisheries Extension in Nigeria.
- Discuss the relevance of fisheries management to the national economy.
- Discuss the main functions of administration of fisheries extension services.
- Outlines the problems in administering fisheries extension services in Nigeria.

HUMAN RELATIONS THEORY (HRT)

- HRT was propounded by the following: Chester Bernnard, Elton Mayon, Kurt Lewin and John Dewey
- Human relations suggest the interaction of people in terms of Endeavour, the integration of people into work situation which motivate them cooperatively and satisfactorily.
- This theory emphasizes on workers rather than on organizational structure. In other words, the theory stresses informal structure, the emotional and non-rational motivation that operates in an organization. Such factors as communication, participation and leadership.
- The theory stresses on people and their relationship on work place.
- The approach emphasizes on the need to take full consideration of people in designing the organizational structure.
- It focuses more on the behaviour of individual in the organization and because of this the theorists attempted to prescribe the condition under which people are more likely to cooperate in attaining the objective of the organization.
- This theory argues that instead of offering cash incentives to workers the more appropriate method is to access the workers need and satisfied them.
- The theory also assumes that increase job satisfaction will lead to higher productivity.
- Apart from wages and satisfaction to workers they also classified a package of effective human relation called **hygienic factors and motivator factors.**

HYGIENIC FACTORS- prevent losses of efficiency or morale although they cannot motivate themselves but they can forestall any serious dissatisfaction or drop in productivity and allow motivator to operate.

- However, the important point about hygiene factor is that they do nothing to elevate individual desire to do his job well.
- The hygienic factors can also be known as “**intrinsic**” factors like job situation, job enrichment and job satisfier.

MOTIVATOR FACTORS- These have uplifting effects in attitude or performance.

Motivator is things that force employee to stick to the job and this motivator relate to the highest level of needs, self-esteem and self fulfillment.

- **Human relations school** is concerned among all other things as:
- Work is determined by social capacity as well as physical and mental capability.
- That non-economic merits such as awards, meritorious services, price are very important to work place.
- That high specialization is not always the most efficient of division of labour.
- That in an organization emphasis should be placed on role of common participation in decision making and shared democratic leadership.
- From this theory the following **PRINCIPLES** emerged:
- Supervision should be employers oriented
- Supervisor should delegate responsibility and back it up with authority and power
- Supervisor should give freedom to their employee to do their job
- Individuals are different should be considered as such when motivating them to do work
- **A good manager has to combine various aspect of management with his ability such as human, economic, technological, legal etc before he can succeed.** Each administrative process should be considered as having human relation in its integral part.

FUSION THEORY

- The fusion process is one of the two models of the theory of behavior in formal organization which has been evolving at the Yale Labour and Management Center for a number of years.
- The framework of the theory of organizational behavior, as indicated by Bakke, includes:
 - A concept of the organization
 - A concept of the individual
 - A model of the fusion process which is the interaction of the individual and the organization resulting in reconstruction of each other
 - A model of the problem-solving process
 - A concept of the individual emphasizes that the individual lives to fulfill his needs and achieve his goals, but finds out that he cannot do this without the organization.
 - On the other hand, the organization exists also to fulfill its needs and achieve its goals but again realizes that non-human materials alone cannot perform all of the jobs.
- The point at which the “individual obtains the maximal expression of his personality that is possible”, and simultaneously, the organization has its demands and expectations fulfilled at the highest possible level is when the fusion process is said to occur.

- This process is concerned with the scientific approach to study of human problems as it relates to those principles of human difficulties applicable to the behavior of people within and in relation to organization as both attempt to fulfill their respective demands and expectations.
- The other model of the theory of organization, as indicated in the foregoing discussion, is the problem-solving process.
- This process pertains to the mode of steps the individual and the organization, together, undertake when faced with a problem.
- However, for any organization to go about **problem-solving effectively, Bakke indicates its needs to establish a degree of internal harmony and integration which enables it to utilize its material, ideas and human resources effectively in response to the problems it faces.**
- As a result the major objective of the research project at Yale has been the further development of a frame of reference for analysis of such organizational activity and relations and for the analysis of the problem arising in connection with them.
- This latter was referred to as the common core of theory for interpretation of the behavior of men in an organization and societal setting.
- Fusion theory, as defined by Bakke, is the simultaneous operation of the **socialization and personalizing processes**, both viewed as highly dynamic behavior processes.
- Absolutely essential to an understanding of the fusion process is the basic generalization in that both the individual and the organization are unique whole entities. Both the individual and agents of the organization try to maintain, develop, express and realize this conception of unique wholeness which is the basis for their self- actualization.

SUMMARY

| Theory | Author | Basis of the Theory | Basic Concepts | Principles |
|--------------------|---------------------------|---|--|--|
| The Fusion Process | Bakke Argyris Simon | Conflict of needs between the individual and the organization | Needs Formal Tasks Formal Position Formal Function Informal Position Informal Function Status-Role Act Standing Conduct Socialization Personalization | The option attainment of organizational objectives is dependent upon the simultaneous satisfaction of both the individual and the organization needs |

THEORIES X, Y AND Z

- These three theories can better be understood by keeping in perspective the theories of administration discussed earlier.
- The bureaucratic theory is based on the notion that the highest efficiency in an organization can be achieved through the authoritarian approach to management.
- The functional approach assumes that once the tasks are broken down into parts, so that every member of the organization knows what his function is and carries on the same function day-in-day-out, efficiency is guaranteed.
- The decision-making approach to be made at the points at which they are to be used; and that the major function of top administration is to regulate the decision-making process.
- Then came the Social process and Fusion Process theories which showed more concern in the fate of the workers. The former looked at the influence of informal groups on the behaviours of individuals in an organization, while the latter talked of the integration of the individual and the organizational goals as a source of satisfying the needs of individuals and the objectives of the organization.

- Theories X, Y and Z focus on the individuals and the management's perception of the workers. Basically, the two theories deal with the management's assumptions of the human nature and behavior and the influence of these assumptions on how the management relates to the workers.
- Theories X and Y were formulated by Professor Douglas McGregor (1) based on his and other peoples research in some large American industries. McGregor was a professor of psychology and industrial management.
- Theory X and Theory Y constitute two contrasting sets of assumptions about the nature and behavior of human resources in organizations. Theory X assumes that “the average human being has an inherent dislike of work and will avoid it if he can” (1) and this, according to McGregor, from the theoretical basis for traditional “direction and control” management. Theory Y on the other hand, assumes that the average human being basically has a positive attitude toward work and McGregor proposes this as a more efficient and realistic basis for the management of human resources in organizations (2).

THEORY X

The **assumptions** of his theory X are:

- Most human beings dislike work and will avoid it if they can.
- They have little or no ambition, dislike responsibility and prefer to be led.
- They are self-centred and indifferent to the need of the organization.
- They resist change and want security above all.
- They are not very bright and are easily misled by demagogues.

THEORY Y

Theory Y **assumes** that:

- Human beings do not necessarily dislike work. They will do it if it is satisfying and avoid it if frustrating.
- Human beings will work well to achieve the objectives they believe in without the needs (for sincere direction, control, reward and punishment).
- The satisfaction of egoistic needs (for achievement, recognition, self-confidence, etc.) can be realized in working with objectives people accept.
- Under the right condition. The average person wants and will seek responsibility.
- Imagination, ingenuity and creativity are characteristics of most human beings, not just a few. Management and people have to work together for the success of the organization.

SUMMARY

| Theory | Authors | Bases of Theory | Basic Concepts | Principles |
|--------|------------------|--|--|---|
| X | Douglas McGregor | Authoritarianism | “A Fair day’s work “Reward for performance” | Direction and control or the “Scalar Principle” |
| Y | Douglas McGregor | The role of human needs as the basis of human motivation which, in turn, is revealed in overt human behavior | Need Motivation Self- direction self-control commitment satisfaction control as selective adaptation | Principle of integration that of creating conditions such that the members of the organization can achieve their own goals best by directing efforts toward the success of the enterprise |

THEORY Z

- Urwick postulated that there is no situation where you have theories X and Y both in operation.
- It is also a reconciliation theory between individual and management.
- This theory takes the position that individual and organization or management are always in conflict therefore the role of an administrator in the organization is to meet the basic assumption of this theory Z.
- **ASSUMPTION OF THEORY Z**
- That organization or management is responsible for organizing all the elements of production in a free enterprise/atmosphere / society for producers and consumers.
- That the process involved a network of decision and communication through which management facilitate production, distribution and satisfaction of consumer needs.
- That man as consumer insists that the technology and its results be made available to him.
- That man does not resist change unless he is threatened.

ADMINISTRATION

- Administration is the effort to direct, guide and integrate the activities of members of staff of an agricultural organization with a view of achieving the objectives.
- Administration in fisheries extension therefore is concerned with human beings, a group of people that are brought together for a singular purpose of discharging various extension functions.
- Fisheries extension administration is the effort to direct, guide and integrate the activities of members of staff of fisheries extension organization with a view to achieving the objectives of the extension services.

PROCESS OF EXTENSION ADMINISTRATION

- Coordinating the decision making process.
- Interpreting the decisions.
- Development of specific programmes.
- Communicating the programme decisions.
- Establishing control for executing the decision.

PRINCIPLES OF EXTENSION ADMINISTRATION

- The structure of administrative organization is established in a sub-ordinate and super-ordinate hierarchy of line of positions. Each member of staff reports to only one supervisor officer.
- Effective administration occurs when the authority allocated to an individual is clearly defined and understood by the person concerned.
- The authority assigned to an individual in an organization is commensurate to the responsibility assigned.
- Two-way channel of communication, vertical and horizontal must be maintained to develop desirable staff attitudes and interest in an organization.

CONT'D

- Effective use of specialists knowledge in planning and implementing programme should be maintained.
- An administrator should see himself as a controller of decision-making process rather than the decision maker.

ORGANIZATION

- An organization is an arrangement of relationship of persons, materials and ideas that is necessary for the performance of function.
- It is the pattern of ways in which large number of people too many to have intimate face to face contact with each other and engage in a complexity of task relate themselves to each other to accomplish mutual agreed purpose.

FUNCTIONS OF ORGANIZATION

- It permits stable expectation to be formed by each member of the group as to the behavior of other members of the organization.
- It provides a general stimulus that control the behavior of members of an organized group.
- It establish standard of practice
- It transmit decision downward through its rank by establishing system of authority and influence.
- Provides channel of communication through which information flows
- It trains and indoctrinates its members.
- It encourages division of labour.

PRINCIPLES OF FISHERIES EXTENSION ORGANIZATION

- Ideal organization structure has to be modified to allow for capabilities of management.
- It should be flexible to adapt to changing circumstances.
- Job specification should be compiled for all jobs and eliminate duplication.
- All departments and functions of organization should contribute to the achievement of organization's objectives.
- Principles of span of control should be taken into consideration.
- Authority and responsibility.
- Evaluation principle.
- Unity of direction.
- Discipline.
- Remuneration.
- Espirit de corps.
- Scalar chain.

ORGANIZATIONAL STRUCTURE

- On administration process, activities are classified into units of duties that can be assigned to individuals or groups.
- The relationship between the group or individual as well as the organization is stream-lined towards goal attainment.
- In the process, organization schedule of duties (plan of work) are usually prepared.
- In fisheries extension organization when positions are created, the roles and functions of people who occupy them is called **ORGANOGRAM** or **organizational structure**.
- Organogram is also the position that various line of people among social positions that influence the role in relation among this people. Organization structure has two directions i.e. Horizontal and Vertical.

IMPORTANCE

- The organization structure shows the various departments and their relations to one another.
- It helps the employee, shareholders, B.O.D to see at glance the link of authority and decision or responsibility .
- It also helps in studying how to modify and improve the relationship and area of responsibility within an organizational structure.
- Sound organizational structure involves divisions, units and the relationship between the heads and members that make up that unit.

BASIC FUNCTIONS OF ORGANIZATIONAL STRUCTURE

- It helps to produce organization output as well as achieve organization goal.
- Structures are designed to minimize or regulate individual variations influence on the organization.
- Ensure that individuals conform to the requirement of the organization.
- Structures are the setting in which power is exercised and determine which position has power and which organization activities are carried out. Therefore, organization activities are is an arena of organization action.
- It helps to define and classify line of responsibility.
- Facilitates full mobilization of talents.
- Maintains effective reporting system and identify possible bottlenecks situations but it should be flexible, modifiable and subjected to continuous adaptation and amendments as conditions warrant.

FACTORS AFFECTING ORGANIZATION STRUCTURE

- There are two (2) major factors affecting organizational structure:
- Context in which the organization operates.
- Structure i.e. design.

SUPERVISION

This is an act of working with group of people over whom authority is exercised in such a way as to achieve their greatest combined effectiveness in getting work done.

It can also be defined as a dynamic enabling process in which individuals have a direct responsibility for carrying out a plan of action, helped by a designated staff to make the best use of their knowledge and skill in order to improve their ability to do more effective job.

Also, to be in charge of a group of workers or students and be responsible for making sure that they do their work properly.

IMPORTANCE OF SUPERVISION

- It provides leadership guidance, staff development and delegation of authority.
- It helps workers to attain greater competency of growth.
- With increase supervision, output and productivity can be increased and improved.

FUNCTIONS OF SUPERVISION

- Direction and organization.
- Motivating the extension personnel.
- Work-group management.

MANAGEMENT

- Management can be defined as the organizational process that includes strategic planning, setting objectives, managing resources, deploying the human and financial assets needed to achieve objectives, and measuring results.
- Management can also be described as the organization and coordination of the activities of an enterprise in accordance with certain policies and in achievement of clearly defined objectives.
- Management is a process by which we achieve desired result through efficient utilization of human and material resources.

FISHERIES MANAGEMENT(FM)

- FM is the process of allocating organizational input (human, materials, and economic resources) by planning, organizing, directing and controlling for the purpose of producing output (goods and services) desired by its customers so that organizational objectives and goals are accomplished.
- FM involves regulating when, where, how and how much fishermen are allowed to harvest to ensure that there will be fish in the future.
- **AIMS:** To achieve the optimal and sustainable utilization of the fishery resources for the benefit of human kind whilst safeguarding the ecosystem.

TYPES OF MANAGEMENT

Autocratic/authoritarian/totalitarianism/dictatorship.

Paternalistic.

Consultative/ participative management.

Democratic management.

Laissez -faire.

Management by working around (MBWA).

FUNCTIONS OF FISHERIES EXTENSION MANAGER

- **PLANNING:-** Outlining philosophy, policies, objectives and resultant things to be accomplished and the techniques for accomplishment.
- **Types:** long range (macro), strategic and managerial (micro) planning.
- **ORGANIZING:-** Establishing structures and system through which activities are arranged, defined and coordinated in terms of specific objectives.

CONT'D

- **STAFFING:-** Fulfilling the personnel function which include selecting and training staff and maintaining favorable work conditions.
- **Functions of staffing:** human resource management, recruitment, staff selection and staff orientation.
- **DIRECTING:-** Making decisions, embodying decisions in instructions and serving as the leader of the enterprises.

CONT'D

- **COORDINATING:-** Interrelating the various parts of the work.
- **REPORTING:-** Keeping those to whom you are responsible including both staff and public informed.
- **BUDGETING:-** Making financial plans, maintaining accounting and management control of revenue and keeping cost in line with objectives.

ASSIGNMENTS

- Is management an art or a science?
- As a fresh graduate of fisheries management that is employed in a fish industry, what roles are you expected to play?
- With the aid of an annotated diagram, describe the organizational structure of a named fisheries extension establishment.
- Diagrammatically explain theory X, Y and Z.
- Compare and contrast theory X and Y.

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