

method which led to the discoveries must be most admired," and Fayol goes on; "It is not the theory of 'coal mine fires' which led to the 'theory of deltas'; neither 'geology' which led me to 'administration'; it is not the 'problem of administration' which led me to the 'problem of life.' The whole thing sprang up before me as the result of 'Method,' the one 'Method,' the universal 'Method' of which we must make use in all things and in everything, everywhere."

In the year 1900 he began to disclose his thoughts on management at the International Congress of Mining and Metallurgy and still more forcibly in 1908 and 1916, when he presented his great paper "Administration Industrielle et Générale," which has been termed a catechism for the chief executive's education.

"It is evident," said Sainte Claire-Deville, an eminent mining and metallurgical engineer, "that 'administration' and 'organization' have existed for a long time, but the great merit of Fayol is carefully to have observed during his long career a number of experimental facts in relation to organization, to have deduced from them a very few simple principles that he put into a very clear form. These are so simple and so clear that one is inclined to say: All that is old, is known, is evident! To be sure it is. But if any one of us is sincere he will confess that while he had known, or thought he had known, Fayol's principles, he had disregarded them, willingly or not."

Fayol came that we might understand better what a leader in state or private business management, an administrator, ought to be. He made us realize what were the essential qualities of the great Roman colonial administrators, of the great managers of state affairs, of which France has had several; one of the greatest, if not the greatest, being Colbert, who, like Fayol, began with the management of private affairs before assuming charge of those of the country.

The Administrative Doctrine of Fayolism

"The Administrative Doctrine," says Fayol himself (Second Congress of Administrative Sciences, Brussels, 1923) "is a body of principles, rules and processes aiming at helping the management of any undertaking, be it big or small, in industry,

¹Dunod, 92 Rue Bonaparte (VI) Paris, publishers.

commerce, politics, or even an undertaking with a religious or other aim."

1. Essential Functions.

All the functions in any undertaking are contained in the six following groups:

- a. *Technical* (producing, manufacturing, transforming)
- b. *Commercial* (buying, selling, exchanging)
- c. *Financial* (finding and managing capital)
- d. *Safety* (protecting property and persons against casualties)
- e. *Accounting* (inventory, cost accounting, balance, statistics, etc.)
- f. *Administrative* (planning, organizing, commanding, coordinating and controlling)

The administrative doctrine deals only with this last group, therefore it does not include the whole government of the undertaking. *Governing* is conducting the undertaking towards a certain goal, trying to make the most of the resources at its disposal. It is looking towards the accomplishment of the six essential functions. *Administration* is one of the six functions trusted to the care of the government, but it takes such a great place in what the highest executive has to do that people may sometimes think that his task is purely administrative.

The administrative function consists essentially of foreseeing, organizing, commanding, coordinating and controlling.

Foreseeing is forecasting the future and planning action.

Organizing is building the material and social frame of the undertaking.

Commanding is bringing the staff and force into action.

Coordinating is linking, uniting and harmonizing every act and effort.

Controlling is seeing that everything goes on according to the established rule and issued orders.

Therefore, administration is not the exclusive privilege of the chief executive or directors of the undertaking; it is a function which is distributed, like any other of the essential functions, between the head and limbs of the social body.

The technical function is not limited to the workman or the engineer; it extends upward to the chief executive. Conversely the administrative function is not an exclusive attribute of the chief; it extends downward to the lowest executive. But the share of each class of executive in discharging any of

these functions is largely different from any other class, to such an extent that there is no comparison between the capacity—technical, administrative, or of any kind—in a man on the first step of the ladder and the capacity of the same denomination of the chief executive.

The essential capacity of the lowest executive is that professional capacity which is most important for the undertaking, considered, and the essential capacity of the chief executive is the administrative capacity.

Through foreseeing, organizing, commanding, coordinating and controlling, the administrative function has a part to play in the accomplishment of every other function. Therefore, when the administrative function is well discharged it is very likely that the other will be equally well discharged.

To be a good administrator the chief executive must be able: first, to foresee, organize, command, coordinate and control; and second, to have a sufficient competency in that special function which is characteristic of the undertaking.

The other qualities and knowledges that should be found in every highest executive are: health and physical vigor; intelligence and intellectual vigor; moral qualities; will; energy and, if needed, audacity; courage in assuming responsibilities; a high sense of duty and due regard for general welfare; strong general culture; general knowledge of all essential functions.

2. Administrative General Principles.

The administrative capacity has its foundation to a certain extent in natural gifts; but it has a foundation also in a thorough understanding, acquired from actual experience, of the principles and rules of the Administrative Doctrine, which can be summarized as follows:

Division of work; authority coupled with responsibility; discipline; unity in command; unity in management; general interest first; equitable remuneration of work; centralization (more or less according to circumstances); equity; stability of staff (small turnover); initiative; cooperation (*l'union fait la force*, better than "*diviser pour régner*").

Such are the fundamental principles put in practice under the "Administrative Doctrine." To carry out these principles, it is necessary to set on foot a *planning or budgeting, provision* for the future based on a thorough understanding of the past and present life of the undertaking; an *acting program* or schedule

safeguarding unity and continuity in acting; an *organization chart*; *annual, monthly and weekly reports*; and *proceedings of the committee of executives*, of the greatest importance for cooperation.

When Fayol published his book "Administration Industrielle et Générale" in 1916, he said: "I have been busy at it for half a century. Should some of the ideas it contains come to be of current use in conducting business, after another half century, my time would not have been lost." Today 15,000 copies of the book have been printed and the demand is very great.

His Missionary Work

But, in his own mind, Fayol had merely given a start to an important movement. To keep his friends in contact he founded a "Center for the Study of Administrative Science" freely opened to all interested. Courses in the Science of Administration were created at the Ecole des Hautes Etudes Commerciales, Ecole de l'Intendance de l'Armée, Ecole du Commissariat de la Marine, Ecole de Guerre, Conservatoire des Artes et Métiers, etc.

Above all he wished to bring about a change in the methods in use in state administration and to show that what is absolutely necessary in conducting industrial businesses is still more necessary in conducting state business, where it seems to be absolutely ignored. To that end he made a thorough study of the working of the Post Office Department and other industrial state departments, and even of the working methods of the Board of State Ministers, where he wished to establish more responsibility and continuity in work concerned with national policy rather than with departmental administration. He succeeded in attracting attention in such quarters, and he saw the dawn of the practical application of his principles in state administration. The greatest accomplishment of that kind has been in Belgium and Holland. His books have been translated into many languages and his doctrine is known the world over as *Fayolism*.

Fayolism and Taylorism

Some people think of Fayol as opposed to Taylor; of the French spirit contrasting with the American spirit. This view does not lead to a fair appreciation of these great men.

Both had an absolute faith in scientific method, but circumstances were such that they made different use of it. They started as if from opposite quarters of the