BLOCK III:

THEORIES OF PUBLIC ADMINISTRATION-I

Unit-1
Decision Making Theory

Unit Structure

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1.1 Introduction:

Decision making theory plays very crucial role in determining and shaping administrative behaviour. Decision making is the process through which one optimal choice is made from several possible alternatives of solutions for a given situation that will ensure maximum benefit and least risk than the others which were not selected. Classical thinkers did not attach much importance to decision-making as an all pervasive activity related to all management functions like planning, organizing, coordinating, controlling, and so on. The first comprehensive analysis of the decision making process is given by Chester Bernard. He observed, "the processes of decision are largely techniques for narrowing choice." In the words of Seckler Hudson, "Decision making in the government is a plural activity. One individual may pronounce the decision, but many contribute to the process of reaching the decision. It is a part of the political system."

In the unit, we will study meaning, features, factors and stages of decision making theory extensively. Amongst all contributors to the theory, the unit will put emphasis on Herbert Simon's concept of decision making in details. Apart from Herbert Simon, students will also come to know about contributions from some other scholars notably Charles. E. Lindblom, Etizioni, Yehezkel Dror through their 'incremental model', 'mixed-scanning model' and 'optimal model' respectively. The theory of decision making has been developed as a reaction to classical theories. The unit will give you a better understanding on what grounds classical theories were challenged by the exponents of decision-making theory. After reading this unit, you will be able to differenciate between factual decisions and value loaded decisions. The unit will not skip loopholes associated with Herbert Spencer's decision making theory.

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1.2 Objectives:

Decision-making pervades the entire organization, that is, decisions are made at all levels of the organization. Hence, an organization can be viewed as a structure of decision-makers. After reading this unit you will be able to:

- Understand different features of decision-making theory.
- Comprehend factors and phases of decision-making theory.
- Elaborate Herbert Spencer's bounded rationality model and its significance within the organization.
- Assess different models on decision making theory.
- Evaluate critical appraisal of the theory.

1.3 Meaning and Features of Decision making Theory:

Decision-making means choosing one alternative from among various alternatives. It is essentially problem-solving in nature. Millet mentioned three factors which should be examined in order to understand the decision making process:

(i) Personal differences among the individuals that make some decisive and others indecisive.

(ii) Role played by knowledge in decision-making.

(iii) Institutional and personal limitations which circumscribe decision-making.

Some of the essential features of the process of decision making are:

a) It is a goal oriented process;

b) It is an intellectual process as it is a product of deliberations, reasoning and evaluation;

c) It is a dynamic process varying with the type of problem and available time;

d) It is situational in nature as the same decision cannot be taken in general for all situations;

e) Decisions have to be taken keeping in mind the environmental factors— political, economic, geographical, social etc.

f) It is a continuous and ongoing process--one decision being followed and supplemented by another one and so on;

g) It cannot be fully objective as intuition, instinct and a host of other psychological factors contribute to the choice of an alternative out of seemingly similar alternatives.

h) A decision is usually made within the guidelines of an established policy. A policy is relatively extensive, affects many problems and is referred to again and again.

i) It is essentially problem solving in nature as it applies to a particular problem.

Stop to Consider

Herbert Simon equates administration with decision making as every aspect of administration revolves around decision-making.

He stated, "decision-making is the heart of the administration, and that the vocabulary of administrative theory must be derived from the logic and psychology of human choice."

According to him, determination of 'what to do' needs more attention than the actual process of 'doing' and in that context decision making deals with the process of choice which leads to action.

1.4 Contribution of Herbert Simon:

Herbert Alexender Simon (1916-2001) was an economist and a political scientist and most of his research works included various aspects related to organization, such as decision making, human behaviour, and so on. He completed his doctoral degree in Political Science with a specialization in Public Administration from the University of Chicago. In 1970, Simon received Nobel Prize in Economics for his research work on decision making process in economic organization.

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His most important contribution is the study of decision-making process. In this celebrated work, 'Administrative Behaviour' (1947) he studied that nature of an organization can be understood from its decision-making process. He further made an analysis of linkage between human behaviour and value preferences in decision-making process. He also believed that distance between rationality and behaviour can be bridged by the concept of decision. He was influenced by the works of Mary Parker Follett, Elton Mayo and Chester I. Bernard, who made remarkable contributions to the study of group dynamics in the organization.

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1.4.1 Simon's Criticisms to Classical Theory:

Herbert Simon was critical to classical theories put forwarded by various thinkers and he labeled 'principles of organization' as 'mere proverbs'. Simon challenged classical thinkers advocacy of principles of administration having universal application. For instance, he pointed to the ambiguity that exists in the principle of 'unity of command' and 'span of control' as the former is about how an employee should receive command from only one superior; while the latter is about the number of subordinates that a superior can control.

Thus, Simon found the two principles to be contradictory and ambiguous and considers them to be contradictory proverbs, as there is no detailed research into real situations and according to him the principles are defined without adequate diagnosis of situation. He stated that in determining the correctness of a proposition, it should be directly compared with experience-with the facts-or it should be led by logical reasoning to other propositions that can be compared with experience. Thus, according to Simon, the principles of administration lack scientific validity and there lies huge gap between the theory and practice of organization.

Simon stated, "Before a science can develop principles, it must possess concepts. Decision-making is the most important activity of administration. An administrative science, like any science, is concerned purely with factual statements. There is no place for ethical statements in the study of science." Thus, he criticized narrowness in the traditional approach and considered them to be contradictory and internally inconsistent.

1.4.2 'Facts' and 'Values'-Simon's Bases of Decision-making:

According to Simon, every decision is based upon two premises- the factual premises (proven examples) and the value premises (good and bad/morality, culture or virtues).

A fact is a statement of reality, while a value is an expression of preference. A factual premise can be proved by observable and measurable means that is, tested empirically. A value premise, on the other hand, cannot be tested empirically, that is, it can only subjectively asserted as valid. According to him, the value premises are concerned with the choice of ends of action, while the factual premises are concerned with the choice of means of action. Moreover, he stated that as much as possible decisions should be based on facts and not influenced by values much so that there is uniformity in decision making universally and also decisions based on facts are most beneficial as they are proven and tried and tested most of the time and well calculated. He however made an exception for values stating that values can take part in decisions relating to the fixation of end goals of a policy while factual judgments shall be seen pre-dominant in the implementation of such goals. He stated that, in so far as, decisions lead to the selection of final goals, they can be called as 'value judgements' and in so far as the decisions involve the implementation of such goals, they can be called as 'factual judgements'. For instance, in the budgeting of a local body, the council has to decide on the sets of items for which amount is to be allocated. This depends on the priorities. The decision whether to allocate more amount to roads or perks, education or health are all interlinked with the value judgement. Once the priorities are decided, then the implementation mostly depends on factual judgements. For instance, the lengths of the roads, the connecting points, the types of roads etc. are decisions related to factual judgements. Value and factual decisions do not exist. Values and facts are only the premises and components which are inter-connected.

Check Your Progress

1) Write a short note on Herbert Simon.
2) Answer five essential characteristics of decision-making theory.
3) Name three exponents of decision-making theory.
4) What are grounds of Herbert Simon's criticisms to classical theories?Discuss.
5) Write the differences between factual premises and value premises.

1.4.3 Simon's Stages of Decision-Making:

According to Simon, decision-making comprises three principal stages or phases which can be discussed as follows:

a) **Intelligence activity stage :** Simon called the first phase of decision making process as the intelligence activity. It involves finding occasions

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for decision making. The head of the organisation after studying the organisational environment has identified the problem to be solved and gives it the needed recognition so that the whole organisation is aware of it and proceeds to its next step of resolution. According to Simon, the executives spend a large fraction of their time surveying the economic, technical, political and social environment to identify new conditions that call for new actions.

b) **Design activity stage :** Once the problem is identified the head of the organisation begins searching for possible and suitable courses or strategies or alternatives of action that could help resolve the issue in the best possible manner and leading to positive and beneficial results for the organization. He then goes through the merits and demerits of each of these alternatives and how they would work in regards to the issue and the speculation of results.

c) **Choice activity stage :** Once the alternatives have been developed the administrator proceeds to the choice activity stage which critically evaluates the different consequences of all the alternatives available. After the above mentioned stages are completed, the decision is taken which seems the most appropriate and can fulfill the objectives of the organisation. This stage requires certain skills like judgement, creativity, quantitative analysis and experience in the decision making process.

In these above mentioned three stages, the decision maker should be equipped with certain skills like judgement, creativity, experience and quantitative analysis. Though the decision making process may seem to be quite simple, in reality it is more complex. In every activity that is mentioned above, there is again a set of three activities. That is, within the 'intelligence activity', all three activities like intelligence, design and choice activities are involved. In general, Intelligence activity precedes design activity and design activity precedes choice activity. The cycle of phases is however far more complex than this sequence suggests. There are wheels within wheels.

1.4.4 Simon's Classification of Decision:

The decisions are classified into various types by various thinkers. Herbert. A. Simon classified decisions into two types- programmed decisions and non-programmed decisions.

(i) **Programmed Decisions :** Decisions are programmed to the extent that they are routine and repetitive, so that a definite procedure has been worked out for handling them and they don't have to be treated

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de-novo each time they occur. It is a decision by precedent. Such decisions which could be seen having repetitive components and where examples are present and somewhat of a routine nature with fixed variables. These kinds of decisions are suitable to be delegated to lower levels of the organisation.

ii) **Non-Programmed Decisions** : Such decisions are novel, unstructured, unique and non-repetitive in nature having a new environment and variables. There is no cut and dried method for handling the problem because it is hasn't arisen before. These decisions are advised to be kept at the higher level of management.

SAQ :

'The phases of decision-making are wheels within wheels.'-Explain.

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1.5 Models of the Decision Making Theory:

There are four models of decision-making which can be discussed as under:

1.5.1 Herbert Simon's Bounded Rationality Model:

Herbert Simon has put forward an alternative model to the classical 'Economic Rationality Model' which he believed was comparatively a more realistic alternative. This model of decision making which he calls 'Bounded (limited) Rationality' (understanding) he proposes the model of 'Administrative Man' rather than 'Economic Man' while making decisions in an organisation. It states that there are limitations of human capacity in formulating and solving complex problems that arise from internal, that is, psychological factors of stress or motivations on one hand or external, that is, environmental factors on the other hand. Thus, decisions are made within such constraints of the circumstance by the administrator in a given situation. He calls such decisions 'satisficing' decisions by combining the words satisfying and sufficing (to be enough) for the situation to get resolved. He states that a 'one best solution' or completely 'rational' choice of decision can never be achieved as the administrator only has limited knowledge of a given situation and so according to him that decision is the best but actually there will always be a better choice which is not known to the administrator due to his knowledge constraints and coming in between of his habits, personal beliefs or intellectual capacity, informal groups and the relationships

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people share in an organisation, lack of time, limited span of attention, etc. So, an administrator actually makes a satisficing decision instead of the best or maximizing decision that has only positive effects and gets the maximum rewards for the organisation as per the Classical theorists, which sounds idealistic, not practical. Simon defined decision making as "the optimum rational choice between alternative courses of action." According to Simon, decision making pervades the entire organisation. Hence, he viewed organisation as a structure of decision makers. He equated administration with decision making as every aspect of administration revolves around decision making. He observed that decision making is an all embracing activity subsuming all the administrative functions described as 'POCCC'(Planning, organizing, commanding, co-ordinating and controlling) by Fayol and 'POSDCORB' (planning, organizing, staffing, directing, coordinating, reporting and budgeting) by Gulick.

Simon has presented six types of rationality in decision making:

i) **Subjective**: A decision is subjectively rational if the decision maximises attainment when compared to the knowledge of the subject that the administrator has.

ii) **Objective**: A decision is objectively rational where it is correct behaviour for maximising given values in a given situation.

iii) **Conscious**: A decision is consciously rational where adjustment of means(methods, equipments and funds used to achieve an end/ objective/goal) to ends (end result/objective or goal) is a conscious & planned process.

iv) **Deliberate**: Decision is deliberately rational if the adjustment of means to ends has been deliberately sought.

v) **Personal**: Decision is personally rational if the decision is directed to the individual's goals.

vi) **Organisational**: Decision is organisationally rational to the extent that it is aimed at the organisation's goals.

Simon believed that total rationality is impossible in administrative behaviour. Hence, "maximising decisions" are also not possible. He observed that human behaviour in an organisational setting is characterized by 'bounded rationality' leading to satisficing decisions. Satisficing decision implies that a decision-maker chooses an alternative which is satisfactory or good. The following factors are responsible for bounded rationality leading to satisficing decisions:

a) Dynamic nature of environment.

b) Dynamic nature of organizational objectives.

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c) Inadequate information as well as limited capacity to process the available information.

d) Time and cost constraints.

e) Personal factors of decision makers like preconceived notions, habits, and so on.

f) Organisational factors like procedures, rules, channels of communication and so on.

g) Alternatives cannot be always quantified in an ordered preference.

h) Decision makers may not be aware of all the possible alternatives available and their consequences.

Stop to Consider

Charles E. Lindblom

Charles E. Lindblom was an American academic who studied Economics at the University of Chicago and was Sterling Professor Emeritus of Political Science and Economics at Yale University. He served as President of the American Political Science Association.

Lindblom was one of the early developers and advocates of the theory of incrementalism in policy and decision-making.

To him, the actual decision-making in administration is different from the way it is generally described in theory.

He applied 'marginal incrementalism' and 'partisan mutual adjustment' to describe actual decision making process in the administration.

1.5.2 Lindblom's Incremental Model:

Lindblom was critical of Herbert Simon's approach and advocated that instead of changing the whole area of where the issue arises, small and partial adjustments should be made mutually which will then pass on gradually and without any conflict spread to the whole bit by bit, that is incrementally(a series of increases). If a big decision is taken all of a sudden it might be opposed as the people would find it hard to adjust to. In his paper titled "The Science Of Muddling Through" (1959) he says that instead of rationalism, the approach of Incrementalism is the best way since a public policy is mostly a continuation of a previous policy or a better version of it and bears a strong resemblance to its predecessor and so little by little changes are required since the base is the same. The idea of this approach was basically acceptance by public and legitimacy and is of short term perspective.

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To him, the actual decision-making in administration is different from the way it is generally described in theory. He recognizes various practical problems associated in the rational comprehensive approach, such as, money, time, information, politics and others, which govern the actual decision making process in the administration.

He opined that the decision makers always continue the existing programmes and policies with some additions. Thus, he argues that what actually occurs in administrative decision is actually 'incrementalism' meaning virtual continuation of the previous activities with few modifications.

SAQ :
"Incremental Model is diametrically opposite to Rational Comprehensive Model." Justify your argument.

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1.5.3 Etzioni's Mixed-Scanning Model:

In his article 'Mixed Scanning: A Third Approach to Decision Making' (1967), Amitai Etzioni has suggested an intermediate model that combines the elements of both rational comprehensive model and incremental model. Etzioni has blended rationality and incrementalism in his model. He supported Lindblom's approach but did not agree with him on the rationality part that stated rationality should be done away with. He was of the view that in the beginning the whole problem area should be seen broadly and then later on focus may be made for detailed scrutiny of the smaller areas requiring urgent attention because unless the whole area is not seen a problem cannot be identified and the smaller areas will not come into focus.

Even after supporting Lindblom, Etzioni identified two limitations associated with incrementalism, viz. (a) it discourages social innovation and (b) it cannot be applied to fundamental decisions. Hence, in order to overcome these limitations, he advocated mixed scanning model.

1.5.4 Dror's Optimal Model:

Yehezkel Dror in his book 'Public Policy Making Re-examined' (1968) suggests an optimal approach to decision-making and policy analysis. He claims that his 'optimal model' is superior to all the existing normative models of decision-making and is a combination of economically rational model

and extra-rational model.

Dror's optimal model is a rationalist model of policy-making. It has, according to Dror, five major characteristics, viz.

(i) It is qualitative and not quantitative.

(ii) It consists both rational and extra-rational elements.

(iii) It is basic rational to economically rational.

(iv) It is concerned with metapolicy-making.

(v) It contains a built-in feedback.

Dror says that the optimal model has three principle phases- meta policy making, policy making and post policy making.

Dror advocates the speedy development of the policy science to adequately solve the critical problems of society. To quote him, "policy science can be partly described as the discipline that searches for policy knowledge, that seeks general policy issue knowledge and policy making knowledge, and integrates them into a distinct study."

Check Your Progress

1) How many stages are there in Herbert Simon's decision-making theory? Explain.

2) What are the differences between programmed decisions and non-programmed decisions?

3) Write the full form of POSDCORB.

4) How does Lindblom make criticism to Herbert Simon's 'bounded rationality model' in his 'Incremental Model'?

5) What are the five characteristics of Dror's 'optimal model'?

1.6 Criticisms to Decision Making Theory:

From the discussion made so far, it can be understood that decision-making theory is taking a significant position in the discourse of setting administrative behaviour yet some criticisms are labelled against the decision-making theory. Firstly, the theory of decision-making has been criticized on the ground of giving too much emphasis on decision making process and undermining social, political, economic and cultural factors influencing the administrative decision-making and behaviour.

Secondly, Herbert Simon's idea of fact based decision making is more relevant for business administration over public administration.

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Thirdly, due to over formalistic and over functionalistic nature, the decision making theory sometimes fails to take into account personal motivations and emotions.

Fourthly, Nortan E. Long criticizes the value free science of administration stated by Herbert Simon, which may lead to the unintended and logically unwarranted result of reviving the policy-administration dichotomy in new verbiage. Being a social animal, human beings cannot be entirely value free. The 100% value-neutrality or cent percentage objectivity is a myth in social science in general and public administration in particular.

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1.7 Summing Up:

Decisions are key factors in any administrative work because successful implementation requires efficient decisions. The well researched and timely decisions are solid basis for any administrative work. The art of making decision is not an overnight product. One has to acquire this capability through a series of theories, models as well as hands on practices. Hence, different scholars contributed differently in different phases of history towards the development of the decision-making theory.

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Unit 2 :
Communication

Unit Structure

2.1 Introduction
2.2 Objectives
2.3 Concept of Communication
2.4 Types of Communication
2.5 Communicating Agencies
    2.5.1 Process of Communication
2.6 Channel of Communication
    2.6.1 Methods of Communication
2.7 Role of Communication in Administrative Organization
2.8 Problems of Communication
2.9 Summing Up
2.10 References and Suggested Readings

2.1 Introduction:

The inanimate structure of an organization comes to life only in operational situations. In other words, we can say that there are some distinct processes that characterize the real life operations of an organization. Communication, co-ordination and decision-making are some of these salient features or elements of an operative organization. Here in this unit we shall discuss the concept of administrative communication. In any organization, communication is regarded as an integral and necessary aspect of management. The success of an organization depends on its chief executive or the manager's ability to communicate effectively with others (employees). This unit is an attempt to introduce you to the dynamics of communication and its importance in organization.

In this context, we can say that the basic functions of the management of an organization in the form of organizing, planning, directing, coordinating etc. heavily depend on the communication system. Here we shall also discuss different types of communication. The unit also deals with different techniques of communication (used by the chief executive or manager). It is important to mention here that many hindrances arise in the path of effective communication. In this unit we will also discuss the problems of communication.

2.2 Objectives:

The success of any organization depends on effective communication. It is the process through which the data and information are transmitted from one member to another. After going through this unit you will able to :

- Discuss the meaning of communication
- Examine the various types of communication
- Analyze the channel of communication
- Evaluate the role and importance of communication
- Describe the problems associated with the communication

2.3 Concept of Communication:

The first and foremost task of a manager of any organization is to communicate with his subordinates. Communication is the basic need of an organization. We have already learnt that every organization has some predefined goals and objectives. To achieve those goals, an effective communication system should be present in the organization. In the words of Herbert Simon we can say that without communication there can be no organization. The decision-making process of an organization is aided by the communication system. It is a process or technique through which premises of decision are transmitted from top to the bottom level. It also prohibits duplicity or overlapping of works. Hence it can be said that communication is an integral part of a successful organization.

Meaning and Definition of Communication : Communication has come to be recognized as the first and the important principle of administration. An effective communication is vital to the successful achievement of the administrative objectives. According to Millet, "Communication is the blood stream of administrative organization". Pfiffner also considers it to be the heart of management. The English word communication is derived from the Latin word communis, which means common. So, literally communication means the process where the sender of information seeks to establish commonness with the receiver of information. Communication strictly stands for sharing the ideas of common.

According to M.G. Rao, "communication refers to the process of passing information and understanding from one person to two or more individual". On the basis of this analysis we can say that communication involves a systematic and continuous process of telling, listening and understanding. According to Ordway Tead, "Communication is a composite

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(a) of information given and received,

(b) of a learning experience in which certain attitudes, knowledge and skills change, carrying with them alteration of behaviours,

(c) of a listening effort by all involved,

(d) of a sympathetic fresh examination of issues by communicator himself,

(e) of a sensitive interaction of points of view leading to a higher level of shared understanding and common intention".

Terry and Franklin define communication as "the art of developing and attaining understanding between people. It is the process of exchanging information and feelings between two or more people, and it is essential to effective communication". W.G. Scot defines communication as "a process which involves the transmission and accurate replication of ideas reinforced by feedback purporting to stimulate actions to attain organizational goals". Communication also involves something like the sending of information to a receiver. It is a two-way process. To illustrate we can say that there should be a sender of message and a receiver to receive it. Communication in general parlance is often used to understand the process of imparting knowledge or transmitting knowledge. In terms of public administration, the term communication has wider connotation. In this context it includes interchange of thoughts, ideas, and a sense of participation and sharing of information. Hence it can be said that communication is a process of exchanging administrative decisions from top to the bottom level. We can also define communication as the use of words, letters or some other means which impart common information on any subject.

Stop To Consider:
Salient features of Communication:

The following are certain essential features of communication.

a. Two or more person: Communication requires more than one individual as it is not possible for one individual to communicate alone.

b. Process: Communication is a process through which information is transmitted.

c. Communication Channel: It is the way or media through which the sender of information can send his messages to others.

d. Receiver: The process of communication is incomplete without a receiver. The receiver is that subject who receives the messages.

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e. Continuous: Communication is a continuous process. Gap of communication can destroy the organization.

f. Feedback: Effective communication should involve the process of feedback. It decreases the possibility of distortion between the intended and the received message.

SAQ : Do you think that an effective communication system can help an organization to achieve its desired goals? Give arguments in favour of your answer. (80 words)

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2.4 Types of Communication:

We have already learnt that the success of an organization depends on its communication system. It is described as a kind of shared understanding of a shared purpose. In an administrative organization, communication may be varied depending on its environment. However, communication in an organization may be internal, external and interpersonal. Internal communication basically deals with the relationship between the organization and its employees. On the other hand, external communication is related to the relationship between the agency and the public. Interpersonal communication deals with the relationship among the employees. It helps to explain the internal relationship of the workers determined by their social status. But broadly communication is divided into two types- formal and informal communications. Let us discuss these two kinds of communication

Formal Communication : Formal communication is the communication system which is established deliberately. Formal communications are described as the official and part of the recognized communication system involved in the operation of the organization. Formal communication system represents the way the organization is set up. Formal communication system is the backbone for the success of an organization. It is the process through which information is passed from top to the bottom level. Formal communication system helps us to understand the process of transmission of information or data in an organization. It is related to the relationship between superior and inferior officials. Again, formal communication analyzes the system of giving and receiving information, face-to-face conversation etc. It basically deals with the issues like who should report to whom, in

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what frequency and who should receive the information. All these processes are formally codified to guide communication to achieve desired goals.

Informal Communication : After discussing the formal communication, we are now in a better position to understand the basic framework of informal communication system. In this context, it is pertinent to mention that apart from the formal way of communication, there are various informal ways to communicate in an organization. When the communication takes place outside the formal framework, it is called informal communication. Unlike formal communication, informal communication is spontaneous and is not deliberately created by the management. It is interesting to notice that informal communication is not controlled by the chief executive. However, it co-exists with the formal communication system in an organization. The informal communication is based on social relations within the organization. For example, two persons in an organization communicate with each other in a way not formally charted out in the organization. The social relationship, friendship, enmity may create such kind of communicating system. So, it can be said that in informal communication, the communication is based on social relationship and takes place in the arena which is not codified in the formal guideline of the organization.

Thus, it can be said that communication takes place in different ways in an organization. For effective implementation of their policies, an organization largely relies on various communicating system. All the above mentioned communication systems are used by an organization to achieve their desired goals. The success of an organization largely depends on an effective communication system and the utilization of all the above mentioned systems.

Check Your Progress:

1. What is communication?
2. Analyse different types of communication.
3. Write a note on the contexts where formal communication differs from the informal communication.
4. Briefly examine the salient features of communication.

Stop To Consider:
Importance of Communication :

Communication is one of the most important facilitators of organizational activities performed mainly by the chief executive or the manager. In one word we can say that it is a managerial task. Success of an

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organization heavily depends on the communicating ability of its manager. Communication is the basis of any action planned on the basis of its objective. For achieving the desired goals of any organization, first of all the employees must know the objectives of the organization and they must share a close relationship with the chief executive. It can happen only through proper communication and is also helpful in the planning process. Through communication the decision makers can interact and provide vital inputs to their plan. Apart from that, communication affects the quality of decisions made in organization and makes co-ordination among the employees possible.

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2.5 Communicating Agencies:

The medium or the communicating agency is the carrier of the message sent by the communicator, and it is the link that connects the sender and the receiver. For effective communication, the communicating agencies should be used appropriately as effective communication system is possible only through such communicating agencies. The communicating agencies may be grouped into three main types.

1. Audio
2. Visual, and
3. Audio-visual

The examples of audio medium are conferences, meetings, interviews, telephone calls, broadcast etc. On the other hand, visual medium includes written communications through circulars, manuals, reports, bulletins etc. Audio-visual medium is the combination of both audio and visual medium. It is the process which combines both hearing and seeing. However, the conference method of communication has attaining popularity as it avoids delay, minimizes correspondence and reduces red-tapism.
According to Miller conferences are useful because it

- Enables to gain awareness of a problem
- Helps in problem solving
- Promotes a sense of unity among the official work in the organization
- Encourages an exchange of information among administrative personnel
- Helps in gaining acceptance and execution of policies. Hence it can be said that a conference assists the individuals to perform their working relationship and enables them to gain the experience of others.

The objectives of the communicating agencies are basically directed to aid the chief executives and employees to discharge their responsibilities more effectively.

SAQ :
Do you think that the communicating agencies can help in gathering data/information? Elaborate your argument with special reference to the role of conferences. (50 words)

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2.5.1 Process of Communication

The communicating process is a complex phenomenon. It is made up of seven parts as described below

- The communicator or sender
- The message
- Encoding
- The channel
- Decoding
- The receiver, and
- Feedback

Now we will discuss this process of communication briefly:

- **The communicator or sender** : This step is the source of communication. The person who initiates the communication process in an organization is called a communicator. For achieving the desired goals, the communicator has some message or data or information which he wants to transmit to some other person or to a group in the organization
- **Encoding** : It is the second step of communication. In this step, the sender translates his ideas into a common language or symbols.
- **Message** : It is the third step of communication. It is the physical form into which the sender encodes the information.
- **Medium or communication channel** : It is the process through which messages are sent. It connects the communicator and the receiver.
- **Decoding** : In this process the receiver translates the message in the way he understands.

- **Receiver** : The success of communication depends on the ability of the receivers to decode the message. They are the last agents of communication. After getting the message, they work according to the need to achieve the desires goals.
- **Feedback :** The system of feedback is necessary to make the process of communication effective. It is the process of understanding the attitudes of receivers regarding the message received. Thus it can be said that communication is a two-way process and it passes through various steps. In this context, it is pertinent to mention here that for effective communication there should be co-ordination among the employees. It also depends on the social environment of the receiver.

Stop to Consider :
Factors for Effective Communication

Some essential factors for effective communication as depicted in the writing of Terry. According to Terry, the following eight factors are essential to make communication effective.

1. Inform yourself fully
2. Establish a mutual trust in each other
3. Find a common ground of experience
4. Use mutually known words
5. Have regard for context
6. Secure and hold the receiver's attention
7. Employ examples and visual aids, and
8. Practice delaying reactions.

2.6 Channel of Communication:

We have already learnt that communication is the first principle of administration and it passes through different processes. An organization can be described as the network of communication channels. The channels are playing very important role in an organization. Because through these channels information flows on the basis of which the decisions in the organization are made. Basically there are two types of communication channel in any organization- formal designed intentionally and informal developed on its own. Now let us discuss these channels briefly

- **Channels of Formal communication** : Channels of formal

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communication are established by the management in an organization. The formal communication channels are generally specified in the charts or bulletin of organization. Formal communication channels are intentionally created and officially blessed routes for the flow of communication between the various organs in the organization (among the employees and managers). Formal communication is orderly, systematic and supports the authority of superiors. In this kind of communication channel, information passes through a hierarchical level from top to the bottom. So, generally it is termed as a slow process. Nevertheless, formal communication can take place in four ways as follows:

a) **Downward Communication** : It is the most commonly used channel of communication. In this channel, the information or message travels or passes from the superior to the subordinates and takes the form of instructions. In this kind of communication channel, various methods like face-to-face conversation, public address system, company newspaper and bulletin boards are used. The primary purpose of this channel is to transmit information and instruct the employees working in the organization to improve the performance of their jobs.

b) **Upward Communication** : Unlike the downward communication, in this channel the information or the message travels from the subordinate to the superior. The upward communication usually consists of ideas, suggestions for improvement, request for help or information, and expression of attitudes. Upward communication provides feedback to the managers and helps him to understand or analyze the situation.

SAQ: Describe the process of communication. Do you think the feedback system helps the management to assess the quality of decisions made? Give arguments in favour of your answer. (20+30 words)

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c) **Horizontal Communication** : The horizontal communication takes place between colleagues and departments. We can say that it involves the lateral flow of information and data between the above mentioned subjects. It can also take place with persons who are outside the organization i.e. customers. This type of communication channel is very important to achieve the organizational goals. However, the methods used in this communication are usually limited. They take the form of memoranda, letters and the personal

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face- to -face to contacts, telephone contacts.

d) **Diagonal Communication :** It occurs when the sources of a message cannot reach the receiver effectively through other existing channels. For example, when a subordinate official writes a letter directly to his client to know the requirements of his clients without informing his senior official, it is called diagonal communication. In this type of communication power is located at the top. The bottom level has no or little authority over it.

Check Your Progress

1. What is feedback in communication system?
2. Assess the importance of decoding of message in communicating system.
3. What do you mean by communication channel?
4. Analyze the conference system as an agency of communication.

• **Channels of informal communication** : The above mentioned channels of formal communication represent the way the organizations are set up. However, they are not related to the ways of actual operation of the organizations. The channel of informal communication helps us to understand such problems. Informal communication is the system where the communication takes place outside the formal framework. In this context, it is pertinent to mention here that unlike formal communication channel, the informal channels are not under the control of chief executive. The best known channel of informal communication system is "grapevine" which we shall discuss below.

(a) Grapevine : Grapevine is an inevitable part of an organization. It emerged during the period of American Civil war. Here, information is not carried in a formal way. It is interesting to note that in this system the lower level officials or workers are the important actors. There are no pre-defined rules or directions of the flow of messages. The message carried by a grapevine may be twisted, exaggerated or abbreviated. We can mention here that the grapevine cannot be eliminated and controlled and systematized.

SAQ :
Explain the Grapevine system of communication channel. Do you think this system is uncontrolled? Give reasons in support of your argument (30+20 words)

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(b) Rumour : Rumour is another channel of informal communication. It is marked as unofficial information without the evidence to confirm the information received. Rumour is based on speculation, wishes or imagination. There is no official recognition behind rumour. Rumour is also a part of grapevine but it fails to provide any authentic evidence. Hence it is the inauthentic part of a grapevine. Rumour is caused by the maliciousness, anxiety or insecurity of some employees.

2.6.1 Methods of Communication : An organization uses various methods to interact with individuals. These methods transmit a variety of verbal and non-verbal signals for interaction. Generally an organization uses two basic methods of communication—verbal and non-verbal method. Let us discuss these two methods briefly.

Verbal Communication : Verbal communication is the system of communication where individual (managers/employees) words are used. The verbal communication system may be oral or written. In this regard it is pertinent to mention here that no organization can work without written communication system. However, the oral communicating system forms an important part of the work and time of an organizational communication. Oral communication can take place either through face-to-face interaction or through mechanical devices in the form of telephone, telegraph, internet etc. Face-to-face interaction is the most useful and popular way of transmitting message in the verbal communication system. It is useful to resolve conflict and secure cooperation among the employees and manager. It also eliminates the possibility of misunderstanding.

Written Communication : Written communication system is another type of verbal communication system. It is precise and systematic. So no difficulty arises to understand the messages. Due to its formal nature it is taken seriously by the organization. It is written in form and maintained as verifiable record. The written communication system is done via circulars, bulletins, manuals, handbook, notes, records etc. The basic objective of written communication is to give and receive information and record instructions. It is permanent in nature.

Non-Verbal Communication : The communication done via gestures and

postures is non-verbal communication and it is used as a means to supplement verbal communication. The non-verbal communication system is based on emotions and feelings. It gives an impression of people to others as the non-verbal communication method reinforces what is being said or written. The non-verbal system is based on some components as— appearance, manner, expression, eye contact, pose, clothing, touch, body movement, position, social factors etc. It is believed that human communication takes place basically through gestures, postures, position and distance than by any other methods of communication.

Hence, from the above discussion we are now in a position to understand the communicating methods used in an organization. The above mentioned methods are not fulfilled alone. Organizations use both the methods for effective communication. At present organizations use the verbal method of communication for conveying information and the non-verbal method is used for negotiating interpersonal attitudes.

Check Your Progress:

1. Analyze the difference between formal and informal communication.
2. Write a note on rumour as a channel of communication.
3. Do you think written communication can be regarded as the most important method of communication?
4. Write a note on the instruments used in verbal communication methods.
5. Trace the difference between verbal and non-verbal method of communication.

2.7 Role of Communication in Administrative Organization :

We have already learnt the concept of communication and its various methods. Now we are going to explain the role and significance of communication in an organization. It is known to us that communication keeps the people in an organization informed. Thus communication helps in improving their morale and motivation. A good communication system induces people (employee) to give their best to the organization. Through communication employees are able to know the viewpoints of their manager and it also eliminates duplicity of work and reduces personal misunderstanding. Hence it can be said that communication plays an important role in an organization. Now, let us discuss the role of communication in organization in terms of the following heads:

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- Improving Relationship: Communication helps to stabilize the superior-subordinate relationship in an organization. It acts as a lubricant fostering the smooth operation of the management process. It gives a common view to all the employees to work together. In other words, we can say that communication improves the working environment of an organization.
- It is the basis of Action: Communication determines the course of action to be performed. Unless the employees know the goals and objectives of the organization, they cannot associate these objectives with their own. In this regard communication helps to bind all employees with a vision of work and provides the transmission of information from one person to another.
- According to R.S. Dwivedi the basic role of communication in an organization or in administration is "information sharing". This information can relate to any aspect of the organizational work.
- Communication also provides feedback to various elements of administrative organization through which the top officials come to know the impact of their decisions.
- According to John. G. Glover, "communication reduces or prevents labour turnover". In this sense it means that overlapping and duplicity of work can be prevented through effective communication system.
- Communication also plays the role of keeping employees informed of the progress of the organization as well as their tasks.
- Communication plays the role of motivator. To ensure greater commitment to administrative objectives, communication motivates controls and evaluates the performance of employees. Hence it can be said that communication plays a vital role in administrative organization. Red-tapism and duplicity of work can be reduced through an effective communication system. To conclude we can say that communication provides the data necessary for decision-making. It has a vital function of providing information for solving problems and taking accurate decisions.

SAQ :
Analyze the role of communication as an agent to carry information. (50 words)
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2.8 Problems of Communication:

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Practically, it is impossible to achieve a perfect communication. The real test of an organizational communication system is to meet the target intended. As identified by Stephen P. Robbins, there are three types of barriers - physical, individual and semantic in the path of establishing an effective communication system. Now let us discus the barriers or hindrance of communication.

a) **Complexity of Language** : Communication suffers a seatback due to the tyranny of words. To elaborate, it means poor means of the expression of ideas.

b) **Ideological Barriers** : This view is put forwarded by Pfiffner. According to him, "differences in background, education and expectation result in different social and political views. These are probably the greatest handicap to effective communication and probably the most difficult to overcome". Again, lack of common experience and common background further adds to the problem and makes the communication between employees and manager difficult.

c) **Lack of Will** : It happens when administrators do not accept administration as a cooperative endeavour or a group effort. In this context they are not prepared to share their ideas with their subordinates. We can say that when the chief officials do not relish communication from below, it creates problem.

d) **Lack of Organized means** : Lack of definite and recognized means of communication constitutes a greater barrier. Formal channels of communication are not adequate for effective communication. In this regard Appleby rightly opines that the circumvention of formal procedures is essential to make the transition of business possible.

e) **Size and Distance** : Another barrier of perfect or effective communication is distance and the size of the organization. Big organizations with large number of employees face the difficulty to communicate effectively because of too many hierarchical levels. Again when one organization has many field organizations throughout the country, it is impossible for them to communicate effectively with all the parts. To summarize, we can point out the barriers of communication specified by Richman and Farmer. According to them some of the common barriers to effective communication and symptoms of ineffective communication include the following

- Badly expressed message
- Faulty transmission
- Poor retention
- Emotional blocks and distortion
- Insufficient adjustment periods
- Distrust of communicator
- Ineffective communicative technique
- Distrust of receiver, etc.

Stop To Consider:

Goals of Organizational Communication:

R.S. Dwivedi specifies the following goals of organizational communication: Information sharing Providing feedback Management information system Influencing people or motivating people Problem solving Decision making, etc.

Check Your Progress:

1. Discuss the role of communication in an organization.
2. State true or false
   a) In grapevine method of communication, the system is controlled by the chief authority.
   b) The verbal communication system may be oral or written.
   c) Size is not a barrier of communication.
   d) Communication simply aims at sharing of information.
3. Trace the chief causes acting as the barriers of effective communication specified by Richman and Farmer.
4. Do you think size and distance can influence the communication system? Give arguments in favour of your answer.

2.9 **Summing Up :**

After going through this unit you are now in a position to analyze the concept of communication in terms of achieving organizational objectives. It can be said that in an age of communication it is regarded as the first principle of organizational behaviour. Seen in terms of our social behaviour, the average man today is closer to his government and his neighbours and identifies

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himself with the life around him with the aid of communication. Employees are moving toward "one world" in terms of administrative organization. Considering the growing importance of communication, management has recognized the part played by communication in promoting participation, cooperation and team work.

You have also learnt that internal communication basically deals with the relationship between the organization and its employees. There are different types of communications like formal and informal communications. This unit will also help you to learn different methods of communication like verbal and written communications. At last this unit also familiarizes you with different problems of communication. It is impossible for an organization to achieve perfect communication system. The above discussal problems persuits. For an effective communication, there should be proper co-ordination among the employees. But it is seen that the lack of will of participation and ideological differences always barred the effective communication system. To conclude we can say that it is communication which brings integrity and continuity in administrative works and in the next unit, we shall deal with co-ordination.

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2.10 References and Suggested Readings:

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2. Bhattacharya, Mohit. Public Administration. The World Press Pvt. Ltd, 2000
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Unit 3 :
Leadership:

Unit Structure

3.1 Introduction
3.2 Objectives
3.3 Meaning and Significance of Leadership
3.4 Theories of Leadership
    3.4.1 Emerging Theories of Leadership
3.5 Types of Leadership
3.6 Functions of Leadership
3.7 Leadership and Motivation
3.8 Summing Up
3.9 References and Suggested Readings

3.1 Introduction:

Throughout history it has been recognized that the difference between success and failure, whether in a war, a business, a protest movement and a basketball game can be attributed largely to leadership. Since the beginning of human society, leadership has played an important role in the society. The importance and significance of leadership is recognized particularly in organizations and it does not matter that the organization is organized or un-organized. From the very beginning, society is led by one or more persons. But, it is only in the twentieth century that the scientific research on leadership is undertaken. The focus of the research has been on the determinants of effective leadership. Attempts have been made to discover the traits, abilities, behaviour, sources of power or aspects of the situation which determine the ability of the leader to influence the followers and accomplish the group objectives. Our effort here is to study leadership in a formal organization from various angles. In this unit we shall discuss the various dimensions of leadership. The unit also deals with various theories of leadership. Here, an attempt is made to introduce the different types of leadership. Almost all the major theorists in their enthusiasm to study leadership have overlooked the role of the followers which is always implied in the concept of leadership. In this unit, we will discuss the organizational leadership theory with reference to the various aspects of leadership.

3.2 Objectives:

All collective actions need a concerted direction. Planning of programmers and resources will be meaningless in the absence of the group activities. The group must be led by a leader and a good leader possesses extraordinary quality. After reading this unit on leadership, you will be able to

- describe the meaning of leadership
- analyze different theories of leadership
- discuss different types of leadership
- explain the functions of a leader
- explore the role of motivation in leadership

3.3 Meaning and Significance of Leadership:

Leadership is the ability of an individual to influence, motivate, and enable others to contribute toward the effectiveness and success of the organization. In other words, we can say that leadership is a relationship through which one person influences the behaviour or actions of other people. It means that the process of leadership cannot be separated from the activities of groups and with effective team building. Although the importance and significance of leadership is growing, it is very difficult to define leadership. In this context we all agree with Stogdill when he says that there are almost as many definitions of leadership as there are scholars attempting to define the concept. The reason is that they have attempted to definite leadership from various angles such as traits, behaviour, influence, role relationships, interaction patterns and occupations. Nevertheless, a few definitions of leadership are given below: According to George R. Terry and Stephen G. Franklin leadership is "the relationship in which one person (the leader) influences others to work together willingly on related tasks to attain goals desired by the leader and/ or group" Huizynski and Buchanun define a leader as "someone who exercises influence over other people."

According to P. F. Drucker "Leadership is lifting of people's vision to a higher sight, the raising of their performance to a higher standard, the building of their personality beyond its normal limitations." According to Emest Dale "Leadership is the ability to influence a group towards the achievement of goals." According to Chester I. Bernard "Leadership is the quality of behaviour of individuals whereby they guide people or their activities in organizing efforts." Hence it can be said that leadership is the process of influencing others to understand the needs and the effective ways to fulfill

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the needs and the process of facilitating individual and collective efforts to accomplish the shared objectives. An analysis of the above mentioned definitions shows that leadership is the process of influencing opinions or behaviour of others. A person who attempts to do it is a potential leader, and those who are influenced or attempted to be influenced are potential followers or subordinates. The attempt to influence may be related to formal or informal organization. Every leader has his or her own style and his or her effectiveness depends on the situation. Thus, leadership is never constant, it has to be contextual. A leader has to adjust to the situation and environment.

Significance of Leadership : The significance of leadership is not a new phenomenon. In India it starts with the Arthashastra by Chanakya. According to Arthashatra people lived in a war like situation before the civil society came into existence. There was no security of life, property or liberty and the people used to go to Lord Indra to pray for a ruler. The implication of this story helps us to understand the significance of leadership in an organization. Again it can be said that lack of vision makes the people perish. Leadership is a necessary ingredient of successful management. Every organization has some specific goals. Leadership is of paramount importance in the achievement of those organizational goals. The fact that a leader can have an immense effect on the performance of those under him has been noted for centuries. To elaborate, some officers receive only grudging obedience, and others are able to inspire their men to do the seemingly impossible and do it willingly. The internal dynamics of the organization also facilitates leadership. Every organization is subject to internal strains, imbalances, conflicts and adjustment and it requires leadership to respond to such challenges and smooth adjustments. Leaders of any organization perform tasks and act in a way that provides their followers satisfaction and fulfillment in performing the work required and reaching the objective. At last, we can say that leadership is an exercise in human relation. A successful leader is one who gives recognition to the work of his subordinates. He makes them feel that their work is important for the organization and they are the useful links in the process of achieving common goals of the organization. This will inspire the workers to give their best to their organization and leadership must satisfy the workers or employees. If the subordinates are satisfied with the competency of their leader, the organization can easily translate its objectives into reality. A competent leader is a patient listener who sympathizes with the difficulties of the employees and sincerely tries to remove them and the productivity goes up. If the leader works in an environment of threats and punishments, the increase in productivity will be only temporary. Dissatisfied workers do not make an efficient productive team.

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Stop To Consider:

Characteristics of Leadership

- Communication- The ability to communicate with all the people with whom the leader comes into contact regularly and continuously is an important feature of leadership.
- Decision-making- The ability to take the right decision in given situations, to take responsibility and be accountable for them, and to understand the consequences of particular courses of action distinguishes leadership.
- Commitment- Commitment to both matters in hand and also the wider aspects of the organization as a whole is an important feature of leadership.
- Concern for staff- Respecting, trusting, and committing himself/ herself to them, developing and understanding them and their aspirations and reconciling these with the matters in hand are significant aspects of leadership. Staff should be treated on a basis of equality and confidence.
- Quality- The commitment to the quality of product or service aimed to satisfy the customers with high value is necessary for leadership.
- Set of values- The set of values with which others will identify, and to which they will commit themselves is an important feature of leadership.
- Personal integrity- Personal integrity including vision, enthusiasm, strength of character, commitment, energy and interest distinguishes leadership.
- Positive attitudes- Positive attitudes held by the leader and transmitted to the staff and customers is an important dimension of leadership.

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3.4 Theories of Leadership:

We have already studied the meaning, definition, significance and the characteristics of leadership. Now we shall study the different approaches relevant to the theories of leadership. The concept of leadership has been analyzed by several writers from various angles. Koontz and O' Donnel refer to three different approaches. However, the most important approaches are given by Laurie J. Mullins; He discusses them under the following heads.

(a) The Qualities or Traits Theory

(b) The Functional or Group Theory

(c) Behavioural Theory etc.

Let us discuss some important theories of leadership:

(A). The Qualities or Traits Theory : The Quality or Traits theory is one of the earliest theories of leadership. It basically emphasizes the attributes of leaders on the basis of his personality, values and skills. According to this theory, leaders are produced naturally. It means that leadership quality is inborn. The theory also believes that natural leaders are endowed with certain traits not possessed by other people. It differentiates between a leader and a common people. O. Tead, Bernard, E.H. Schell, K.E. Ettinger, D.C. McClelland, R.S. Dwivedi, etc are the important theorists here. The Trait theory focuses on the personal traits of a leader. The theory considers that the leader possesses some extraordinary abilities of. After identifying these traits or abilities they try to differentiate a leader from his followers. Handy identifies the following three traits:

1. Above average intelligence.
2. A good measure of confidence.
3. A high level of self-assurance.

Ralph observes that there are no consistent patterns of traits that characterize leaders in every situation. He however reaches to some general conclusions given below

1. Intelligence and scholarship
2. Physical traits
3. Personality etc.

Some implications of this theory as follows:

- Leaders are born, not made. They have some leadership qualities which are inborn
- The inborn qualities help them to be successful.
- These inborn qualities cannot be acquired through formal training or education. To conclude, we can say that leadership is important and there is no substitute for it. But leadership cannot be created, promoted, taught or learnt.

Criticism: However this theory has faced criticism on several grounds given below

- There is no definite measurement to judge who is good leader.
- The list of possible traits tends to be very long and there is not always agreement on the most important trait.

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- S.P. Robbins argues that research efforts to isolate these traits result in a tremendous number of dead ends.
- It ignores the needs of followers. They generally fail to clarify the relative importance of various traits. Irrespective of the above limitations, the Trait theory has been widely adopted. The personality traits are being increasingly employed in modern organizations as a basis for selection of both leaders and non-leaders.

Check Your Progress

1. Choose the correct one
   a. Leadership qualities are inborn/ artificial.
   b. Leadership helps in reaching personal/organizational objectives.
2. Mention the extra-ordinary traits as specified by Handy.
3. Define Trait theory.

(b) The Functional or Group Theory : Another important theory that provides a good starting point for studying leadership is the functional or action-centered leadership theory. It is developed by John Adair. Adair formulates his theory in the context of military view point. He observes the successful leaders in the military context and looks at the functions performed by their leaders. Hence, it is also referred to as the Functional leadership theory. After observing the functions of military leaders, Adair identifies three sets of needs that an effective leader has to balance

- Task needs
- Team needs
- Individual needs

According to this theory, the responsibility of the leader is to achieve the task, develop the individuals and build the team. This theory is basically concerned with the functions performed by the leaders. It does not deal with the personality of the leaders and the persons working. Unlike the Traits theory, the Functional theory believes that the skills of leadership are not inborn. It can be learnt or acquired through personal experience. So the Functional theory only studies or analyzes the functions and responsibility of leadership to understand the process of leadership.

Stop to Consider :
Leadership Relationship

Leadership is a reflection of excellent behaviour of an individual or a group of individuals. There are various variables that affect Leadership

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Relationship. According to McGregor the following four variables affect the relationship:

1. The characteristics of leadership
2. The attitude, needs and other personal characteristics of the followers
3. The nature of the organization
4. The social, economic and political environment.

After reading on leadership relationship you will able to explore the hidden factors contributing to the making of a sound relation between the leaders and his subordinates in an administrative organization.

(c) Theories of Behavioural Style or Behavioural Theory : Like the Traits theory, the Behavioural theory considers that specific behaviour differentiates a leader from others. This theory is based on the phenomenon that effective role of behaviour is core of effective leadership. Unlike the Trait theory, the Behavioural theory does concentrate on the traits or quality of a leader, rather they focus on the Behavioural patterns of leadership. Again like the Functional theory it also believes that leadership is not inborn and should be acquired through training and education.

SAQ :
Make a comparative analysis of the Trait and Functional theories of leadership. (50 words)

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(d) The Situation Theory : In the study of leadership, the situational approach concentrates on the importance of the situation. It is first developed by Mary Parker Follett. This theory considers the situation as the dominant feature in determining the characteristics of an effective leadership. Paul Heresy and Kenneth present a form of situational leadership based on the readiness level of the people the leader attempts to influence. They argue that the key to the use of the Situational theory lies in the fact that the behaviour of the leader is affected by the readiness of the person the leader attempts to influence However, this theory is criticized by Nicholls as this model violates three logical principles of leadership - consistency, continuity, and conformity.

Apart from these theories, scholars use many theories like Great Man Theory,

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Contingency theory of leadership and Path Goal Theory to understand the concept of leadership properly. Let us discuss these theories very briefly. Great Man theory of Leadership explains the history or in other words the success of administration in terms of the impact of great man with reference to their personal influence and leadership quality. On the other hand, Contingency theory of leadership comes under the class of Behavioural theory and it studies leadership on the basis of the optimal course of action done by a leader which depends on the internal and external situation or the environment. Path Goal theory studies leadership on the basis of the behaviour of the leaders. According to this theory, a leader's behaviour is contingent to the satisfaction, motivation and performance of his subordinates. Hence it is clear that all the theories of leadership study the influence of a leader in an organization and their role in bringing efficiency in administration.

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3.4.1 Emerging Theories of Leadership :

In recent years, new theories of effective leadership are emerging. Two of these are as follows:

- Charismatic leadership theory: It is generally based on the studies conducted by J.R House who analyzes the behaviour, values and attitudes of political and religious leaders. He finds a set of charismatic features in their leadership. These leaders have tremendous self-confidence, possess an ideological vision and tend to set personal examples.
- Transformational leadership theory: It is an extension of the Charismatic theory of leadership. J.M. Burns suggests the classification of political leadership into transactional and transformational. The transactional leadership emphasizes changing the values, beliefs and needs of the subordinates. We have already discussed this form of leadership above.
- Likert's theory of Leadership: Rensis Likert studies the concept of leadership on the basis of the decision-making process and the involvement of people in it. For this purpose, he develops four main styles of leadership given below

  1. Exploitative authoritative
  2. Benevolent authoritative
  3. Consultative and
  4. Participative

Hence, it can be said that the decision-making process greatly influences a leader and the participation of the people helps him to perform his work

properly. We have already discussed several theories of leadership. But it is pertinent to mention here that there are many variables which affect effective leadership. One of the most important variables is the cultural environment in which the organization and managers function.

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3.5 Types of Leadership :

Administrative leaders are procured by selection and not by formal preparation. However, there are different kinds of leaders according to the needs of time and the social and cultural environment of the particular society. There are different types of leaders and the following section offers us a brief description:

- The traditional leader: The position of the traditional Leader is assured by birth and heredity. Kings and queens are examples of this type of leaders. Tribal leaders and leaders of family business where the child succeeds the parents also come in this category.
- The known leader: In this type, the position of the leader is secured by the fact that everybody understands or admires his position. Priests are known to be leaders of their congregation. Kings and queens and aristocratic leaders also come in this category.
- The appointed leader: The position of an appointed leader is legitimized by the fact that he or she has gone through a process of selection and appointment in accordance with the rules of the organization. His role and functions are formalized in the organizational structure.
- The bureaucratic leader: The position of the bureaucratic leader is legitimized by the rank held by him. It is found in military structure, and is a more complex and sophisticated commercial and public organization structure.
- The expert or functional leader: His position is secured by virtue of his expertise, for example, industrial officer or finance officer.
- The charismatic leader: The charismatic leader is known by the sheer force of his or her personality. Many leaders of the world come in this category. To elaborate, we can take the example of Mahatma Gandhi, Adolph Hitler, Winston Churchill etc.
- The informal leader: In this type, the position of the leader is not formally legitimized by rank, appointment or tradition. His position depends on his personality, charisma, experience, expertise, command of resource, etc. This position may also be achieved by virtue of some other activity as evident in the case of the trade union leader. To conclude, we can say that the proper method of selection, formal training, education and formal

as well as informal experience are necessary for creating the requisite qualities of leadership in modern society. But, in reality leadership is not given as it is assumed.

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Check Your Progress

1. Choose the correct one

a) The position of the bureaucratic leader is legitimized by the rank held by him. (true/false)

b) The position of the charismatic leader is secured by the sheer force of his or her personality. (true/false)

2. Mention the difference between functional and situational approach of leadership.

3. Define informal leader.

4. Mention the characteristics of charismatic leader.

3.6 Functions of Leadership:

We have already learnt different types of leadership. In this regard it is pertinent to mention here that every leader has to perform different kinds of functions. The future of an organization or a society, even a civilization depends on the functions of its leader. However, there is no uniformity of opinion as to the functions of leadership. The reason is that the general concept of leadership depends on one's detailing of the functions. According to Barnard, a leader performs the following four main functions:

a. the determination of objectives

b. the manipulation of means

c. the control of the instrumentality of action; and

d. the stimulation of coordinated action.

The most exhaustive effort to attempt at the functions of leadership has been made by the studies of Ohio University. The Ohio State is largely concerned with leadership in formal organizations, most particularly the US navy and has lasted for seven years from 1946 to 1953; it establishes nine dimensions, three of which mentioned below are unique.

(a) Maintenance of membership: This involves the closeness of the leader to the group.

(b) Attainment of objective: The leader has the basic responsibility to ensure that work patterns are stable and can be understood.

(c) Facilitation of group interactions: The work done by the leader facilitates effective interaction among the members of organization.

Apart form the above mentioned functions, following are some of the common functions of leadership:

- Setting, agreeing and communicating objectives.
- Providing suitable equipment, resources and environment to enable people to meet their objectives.
- Monitoring, evaluating and reviewing performance, appraisal of groups and individuals.
- Giving feedback.
- Setting standards of attitudes, behaviour and performance.
- Solving organizational problems.
- Organizing and harmonizing resources.
- Taking effective decisions.

These are some common functions of a leader in every organization. But there have been some basic differences in work performed by leaders of different countries due to different environments. The performance of a leader depends on the commitment towards the functions. The industrial society of America develops a system of leadership training which improves their performance.

SAQ :
Do you think education and formal training can produce a good leader? Give arguments in favour of your answer. (80 words)

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3.7 Leadership and Motivation:

Motivation is the need or drive within an individual which inspires him to perform goal oriented actions. The extent of drive depends on the perceived level of satisfaction that can be achieved by reaching the goal. Leadership is the ability of an individual to influence, motivate, and enable others to contribute to the effectiveness and success of the organization. These two definitions show that there is a close relationship between leadership and motivation. Motivation is a movement and the movement is done by the

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leader. The relationship between leadership and motivation is understood in terms of achieving administrative or organizational goals. In this regard it is pertinent to mention here that motivation arises from a need. In this context, the need for achievement motivates a leader to work hard. It is the drive to excel, to achieve in relation to a set of standards. Moreover, the need for affiliation motivates a leader to make friendly and close interpersonal relationship with the workers. All we know that motivation is the inner force that ignites the people to work. The success or failure of an organization depends mostly on how the leader motivates his subordinates. We know that motivation refers to an inner force within a person that directed his behaviour toward some goal. It will result in increased production, productivity and profits and also in decreased cost, waste, accidents, absenteeism, etc. To sum up we can say that motivation boost the employee's moral, provide job satisfaction, and create a favourable image of the organization. For this reason, motivation of employees is widely recognized as the most important aspect of managing an organization.

Stop to Consider:
Quality of Leadership:

Almost every writer of Public administration deals with the quality of leadership. Barnard has identified four qualities of a successful leader –

(1) Vitality and Endurance,

(2) Decisiveness,

(3) Persuasiveness and

(4) Responsibility and Intellectual capacity.

On the other hand, Terry identifies the qualities as- energy, emotional stability, knowledge of human relation etc. according to Appleby, a good leader has the willingness to assume responsibilities, demonstrate continuing personal growth and is disposed toward action. Moreover he/she is a good listener and asks relevant questions and seeks able obtainable subordinates. Millet also identifies some qualities for a good leader -good health, a sense of mission, interest in other people etc.

Check Your Progress

1. Define leadership in Organization. Examine the basic characteristics of a good leader.
2. Write a note on the importance of motivation on leadership.
3. Discuss the functions of a leader in an organization.
4. Examine the Transformational theory of leadership.

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3.8 Summing Up:

After going through this unit, we have come to know that leadership is vital in organizational work. It is the duty of the leader to motivate the workers in an organization and he is also the driving force of an organization. The goals of an organization are determined by effective leadership and achieving the goals depends on the leader. Again group activity is the basic characteristics of any organizations. Leadership is instrumental in motivating the groups and in the process helps to improve organizational performance. To sum up, we can say that effective leadership has to care for both "people" and "productivity" of the organization. The leadership providing socio-emotional support to the organizational members is as important as ensuring the translation of organizational goals into reality.

3.9 References and Suggested Readings:

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Unit 4 Motivation : Douglas McGregor and Abraham Maslow

Unit Structure

4.1 Introduction
4.2 Objectives
4.3 Meaning of Motivation
    4.3.1 Theories of Motivation
4.4 Factors of Motivation
4.5 Need of Motivation
4.6 Problems of Motivation
4.7 Role of Motivation in Administrative Organization
4.8 Summing Up
4.9 References and Suggested Readings

4.1 Introduction :

Motivation simply means the intention of achieving a goal, leading to goal directed behaviour. The basic requirement of motivation in organization is to enable the employees to enjoy job satisfaction. The success or failure of an organization depends mostly on the involvement and motivation of the people. Motivation directs the people to achieve some goals or objectives and result in increased production, productivity and profit. In the previous unit of this block, we have discussed the role of leadership in an organization. Leadership is the core factor for achieving organizational goals. We know that the success of leadership depends on his ability to motivate his subordinates. It is pertinent to mention here that motivation is an inner force and it helps to satisfy needs. This unit is an attempt to give an idea of the influence and impact of motivation in helping people to work. In this unit we shall discuss the factors which are responsible for motivating people in a workplace. An attempt is also made here to analyze the problems relating to motivation. The unit also deals with the analysis of the relevance of motivations in administration.

4.2 Objectives:

Motivation is the core factor for achieving administrative goals. It boosts the morale of the employees and provides job satisfaction and also fosters discipline among employees to make administration successful.

After reading this unit you will be able to

- analyse how motivation influences administrative behaviour.
- describe the factors which motivate people
- discuss the need for motivation in administration
- examine the problems or the barriers of motivation
- describe the relevance of motivation in administration

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4.3 Meaning of Motivation:

Motivation can be defined as an inner driving force of human activities. The English word 'motivation' is derived from a Latin word "movere" which means to "move". Thus literally 'motivation' stands for movement. In the context of organizational and administrative setting, the management has to motivate the employees to achieve higher productivity. There is intimate relation between motivation and work done by an individual. Motivation determines the productivity and job satisfaction and lack of motivation brings lower productivity. Motivation and job satisfaction among the workforce reduce absenteeism, turnover and labour unrest. Therefore, it is the major task of every management to motivate the employees, or to create the "will to work" among them. An employee may be skilled or very competent to do work, but nothing can be achieved if he is not willing to work. Therefore, we can say that motivation is the creation of a will to work. However different writers have given different definitions of motivation from different angles. Here we will state some of the important definitions provided by prominent scholars:

Richard Pettinger says that "motivation is limited and directed by the situations and environments in which people find themselves. This is the general context in which people set their targets, ambitions, purposes, drives, goals, aims, and objectives as marks of achievement and success. Dissatisfaction occurs when the rewards are either not forthcoming, or else do not meet expectations". George R. Terry and Stephen G. Franklin opine that "Motivation is the need or drive within an individual that drives him or her toward goal oriented action. The extent of drive depends on the perceived level of satisfaction that can be achieved by the goal." According to Andrew J. Dubrin, "Motivation refers to expenditure of effort toward a goal." Thus, motivation is seen as a process that leads to the forming of behavioural intentions. Some psychologists believe that a significant portion of human behaviour is energized and directed by unconscious motives. Again, according to Maslow, "Psychoanalysis has often demonstrated that the relationship between a conscious desire and

the ultimate unconscious aim that underlies it need not be at all direct."

In other words, stated motives do not always match those inferred by skilled observers. For example, it is possible that a person can be accident-prone because he has an unconscious desire to hurt himself and not because he is careless or ignorant of the safety rules. Eating is merely a defensive reaction to lack of attention. Some workers damage more equipment than others because they harbour unconscious feelings of aggression toward the authority. Motivation involves goals and ambitions, recognition and achievement. It can be described simply as the need for success. Mullins says that needs and expectations can be categorized into psychological and social motives, or into intrinsic and extrinsic motivation. He explains the basic motivational model as given below.

From the above discussion, we can explain motivation as a driving force within individuals by which they attempt to achieve some goals assigned to fulfil some need or expectation. It involves goals and ambitions, recognition, and achievement. These in turn can be described as the need for success, the need to be recognized and valued by others and the need to develop and improve.

Stop to Consider:

Intrinsic and Extrinsic Motivation:

Intrinsic motivation comes from rewards inherent to a task or activity - the enjoyment of a puzzle or the love of playing basketball. To elaborate one is said to be intrinsically motivated when engaged in an activity "with no apparent reward except for the activity itself". This form of motivation has been studied by social and educational psychologists since the early 1970s. Research has found that it is usually associated with high educational achievement and enjoyment by students. Intrinsic motivation has been explained by Fritz Heider's Attribution theory, Bandura's work on self-efficacy, and Ryan and Deci's Cognitive Evaluation theory. Extrinsic motivation comes from outside. Money is the most obvious example, but coercion and threat of punishment are also common extrinsic motivations. For example, in sports, the crowd may cheer the performer, and this motivates him or her to do well. Trophies are also extrinsic incentives. Competition is often extrinsic because it encourages the performer to win and beat others, not to enjoy the intrinsic rewards of the activity. Social psychological research has indicated that extrinsic rewards can lead to over-justification and a subsequent reduction in intrinsic motivation.

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Check Your Progress:

1. Fill in the blanks
   a. Motivation refers to ————————of effort toward a goal.
   b. Motivation is directed by the situations and ———————— in which people find themselves.
   c. Motivation is derived from a Latin word————————-
2. Define motivation.
3. What is intrinsic motivation?
4. Differentiate between Intrinsic and extrinsic motivation.

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4.3.1 Theories of Motivation :

Various scholars have provided us with theories of motivation. The theories of motivation can be divided into two categories-

(1) Content Theory, and

(2) Process Theory

The Content theory is prescriptive in nature and believes that all individuals possess the same set of needs. The theory focuses on the link between individual motivation and job satisfaction. On the other hand, the Process Theory emphasizes the differences in people's needs. It focuses on the cognitive causes that make these differences. The cognitive processes are the internal states and mental processes. Thus, it can be said that Content Theory is related to the external motivation whereas the Process Theory is related to the internal aspects. Let us discuss some important theories in brief:

Abraham H. Maslow's Hierarchy of Needs Theory : It is one of the important Content theories based on the human needs. Abraham H. Maslow is associated with this theory. Maslow believes that human beings possess the desire for craving. They always want more and their desire depends on their existing possessions. According to him, human needs are arranged in a series of levels, a hierarchy of importance. The hierarchy ranges through five levels and physiological needs are at the lowest level. However, the hierarchy of needs is not always followed in a rigid pattern. There should be reversal and substitutions and the needs depend on the strength of the individual.

The theory of Maslow has been criticized on the ground that people do not necessarily satisfy their needs, especially higher level needs, just

through the work situation. They satisfy themselves through other areas of their life as well. However, it cannot be denied that his theory is seen as valid now as people are becoming more concerned about job security as depicted in this theory.

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Stop To Consider:

Needs of Individual :

According to Maslow people are motivated by their needs. According to him they have many types of needs.

1. Physiological Needs: The need for food, drink, air, sleep and shelter are the physiological needs of an individual. These are the primary needs of an individual or survival needs.
2. Safety and Security: It includes protection of danger, threats or deprivation and the need for stability of environment. These two type of needs dominate human beings until they are fulfilled. They are the higher order of needs.
3. Needs for Social Esteem include a sense of belonging to a society or a group within it.
4. Needs for Self esteem include the needs for self-respect, self esteem etc.

A reading of the types of needs will help you to examine the relevance of the theory of Maslow clearly.

Douglas Mcgregor's Participation Theory X and Y : Douglas Mcgregor's Participation Theory X and Y is another important theory of motivation. It is also a content theory. In his book, The Human Sides of Enterprise, McGregor discusses his theory on the basis of human resource management. In his book he proposes two sets of assumptions for the study of motivation in workplace. One assumption is negative in nature called X while the other is positive and labelled as Y. With the help of these two theories, he discusses the way administrators deal with employees and mould their behaviour towards subordinates along with the working behaviour of employees. In his X theory he describes that

- Employees inherently dislike work and try to avoid it if possible
- For this reason employees should be controlled, coerced or threatened with punishment
- Due to the security factor workers display little ambition in their works. Form this stand point McGregor tries to find out the nature

of the workers and the duties of the management to motivate the workers.

After giving a negative aspect of human nature in his theory Y, McGregor provides four other positive assumption of human nature as given below

- Employees can view work being as natural as rest or play
- Man will exercise self-direction and self-control if he is committed to the objective
- The average person can learn to accept

The theory X is related to the lower order needs of people. However, only one theory is not sufficient to motivate people. So in an organization management uses both the methods for motivating the employees.

Stop to Consider: Goals of Motivation:

1. To direct behaviour toward particular goals
2. To lead to increased effort and energy
3. To increase initiation of, and persistence in, activities
4. To enhance cognitive processing
5. To determine what consequences are reinforcing
6. To lead to improved performance.

Clayton P. Alderfer's Modified Need Hierarchy Theory:

This theory is also known as ERG (Existence, Relatedness and Growth) Theory and it comes under the content theory. It provides reasonably reliable measures for the needs it proposes. It is a modified version of the need hierarchy model of Maslow. It intensifies Maslow's five levels of need into only three levels based on the core needs of existence, relatedness and growth. These are discussed below

1. Existence needs: It includes nutritional and material requirements.
2. Relatedness needs: These kinds of needs are fulfilled through relationship with family and others.
3. Growth needs: These needs reflect the desire for personal psychological development.

Apart from that he also proposes various basic propositions relating to the relationship between the above mentioned three needs. Unlike Maslow, the basic significance of this theory is that it is more direct and

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simple to understand. It is also realistic and flexible. Frederick Herzberg's Two-Factor Theory This theory is also called Motivation-Hygiene theory. The theory is based on a study conducted by Herzberg on some accountants and engineers. In the Pittsburgh area of U.S.A, Herzberg experiments with more than 200 accountants and engineers on the factors of motivation. After the study he concludes that there are two different sets of factors affecting motivation and work. It leads to the emergence of Two-Factor theory of motivation and job satisfaction. These two factors are :

- extrinsic or hygiene factors; and
- intrinsic or motivating factors.

The extrinsic factors result from dissatisfaction with job whereas the intrinsic factors are related to job satisfaction.

Stop to Consider: DAVID C. McClelland's and Motivation:
David McClelland has argued that there are three major relevant motives or needs in work place situations:

1. The need for achievement- It is the drive to excel, to achieve in relation to a set of standards, to strive to succeed.
2. The need for power- It is the drive to dominate the behaviour and actions of others in an organisation.
3. The need for affiliation-It is the desire for friendly and close interpersonal relationship.

SAQ :
Do you think that the theories of motivation can help us in understanding the concept of motivation properly? Give argument in support of your answer (80 words)

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Besides these theories we also find some other theories of motivation as follows; The Incentive Theory of Motivation A reward, tangible or intangible, is presented after the occurrence of an action (i.e. behaviour) with the intent to cause the behaviour to occur again. This is done by associating positive meaning to the behaviour. Studies show that if the person receives the reward immediately, the effect will be greater, and decreases as duration lengthens. Repetitive action-reward combination

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can cause the action to become habit. Motivation comes from two sources: oneself, and other people. These two sources are called intrinsic motivation and extrinsic motivation respectively. Application of proper motivational techniques can be much harder than it seems. Steven Kerr notes that when creating a reward system, it can be easy to reward A, while hoping for B, and the process can reap harmful effects that can jeopardize our goals. A reinforcement is different from reward as reinforcement is intended to create a measured increase in the rate of a desirable behaviour following the addition of something to the environment.

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Drive Reduction Theories :
There are a number of drive theories.

The Drive Reduction Theory grows out of the concept that we have certain biological needs, such as hunger. As time passes the strength of the drive increases if it is not satisfied. As we satisfy the drive by fulfilling its desire, such as eating, the drive's strength is reduced. It is based on the theories of Freud and the idea of feedback control systems, such as a thermostat. However, there are several problems that leave the validity of the Drive Reduction Theory open for debate. The first problem is that it does not explain how secondary reinforces reduces drive. For example, money does not satisfy any biological or psychological need but reduces drive on a regular basis. Secondly, if the drive reduction theory is held true we will not be able to explain how a hungry human being can prepare a meal without eating the food before they finish cooking it.

Cognitive Dissonance Theory : As suggested by Leon Festinger, this occurs when an individual experiences some degree of discomfort resulting from an incompatibility between two cognitions. For example, a consumer may seek to reassure himself regarding a purchase, feeling, in retrospect, that another decision may have been preferable. Another example of cognitive dissonance occurs when belief and behaviour are in conflict. A person wishing to be healthy believes smoking to be bad for one's health, and yet continues to smoke.

To sum up these theories we can say that motivation is seen as a process that leads to the forming of behavioural intentions. Volition is seen as a process that leads from intention to actual behaviour. In other words, motivation and volition refer to goal setting and pursuit of goal respectively. Both processes require self-regulatory efforts. Several self-regulatory constructs are needed to operate in orchestration to attain goals. An example of such a motivational and volitional construct is

perceived self-efficacy. Self-efficacy is supposed to facilitate the forming of behavioural intentions, the development of action plans, and the initiation of action. It can support the translation of intentions into action.

Stop to Consider :

J.S Adams and Motivation

J.S. Adam has contributed to the development of the concept of motivation. He has propounded the theory of Equity, which is one of the important theories of motivation and belongs to the Process Theories. Through his Equity theory he focuses on the feelings of people in the context of the treatment they receive from others. He has the view that people evaluate their relationship in the same way as buying or selling an item. People expect certain outcomes or results in exchange of certain contributions. In terms of organization an employee expects justice, balance and fair treatment from the authority. He also believes that social relationship is based on the process of exchange. So, his theory is based on the exchange model. In other words we can say that he believes in the give and take policy.

4.4 Factors of Motivation :

We have already discussed the theories of motivation and now we plan to discuss the factors of motivation also known as motivators. As evident from our earlier discussion, motivation inspires people to do something as it is a driving force in human life. Our focus here is on the factors influencing motivation. These factors may be positive as well as negative. The positive factors like, rewards, praise, recognition etc. inspire the people to do their work efficiently. These factors work as the source of inspiration in the workplace. For example, the policy of reward helps in satisfying one's needs. On the other hand, we have factors which are regarded as negative, as evident in punishment, censure, termination. The positive factors encourage and induce the workers to work hard, increase output. On the other hand, negative factors induce fear among workers to force them to withdraw from work. If we apply both the methods simultaneously, it is called carrot and stick method. Some scholars argue that motivators may be financial or non-financial. The example of wages, salaries, bonus, fringes, benefits or perks allowances, etc can be taken here.

Non financial factors are – praise, recognition, incentives, job enrichment, opportunity for growth, feedback from the performance, participation

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of the employees in management, information bulletin, suggestion schemes, employee counseling, fair and equitable treatment in the organization etc. Again, the factors of motivation may be intrinsic or extrinsic. The examples of intrinsic factors are: job satisfaction, participation, recognition, status etc. On the other hand, the extrinsic motivators are the outside environment like salary, perks, medical and other facilities etc. Thus it can be said that many factors compositely motivate the employees in an organization.

SAQ :
Do you think that people can be motivated only by money ? Give arguments in favour of your answer (50 words)
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4.5 Need of Motivation :

We all know that motivation is the inner force that moves the people to work. In other words, we can say the behaviour of the people is inspired by motivation. It is an intention of achieving a goal. Motivation is seen as a process that leads to the forming of behavioural intentions. In the following section, we shall discuss the need of motivation in human life: Motivation can be described as the direction and persistence of action. Due to motivation, people choose a particular course of action in preference to others and they continue with that action. In other words, we can say that it helps to maintain continuity in human behaviour. Human beings desire to be successful and motivation helps to realize their goals. We know that motivation involves goals and ambitions, recognition and achievement. It can also be described as the need for success. It is also the desire to succeed in competitive situations based on a standard of excellence determined by others or one's own preceding standards. Motivation is needed as it is the desire to affect the behaviour of other people and to control and manipulate the surroundings. Motivation is related to social needs. It is a desire to interact with other individuals, to be liked by them, to belong to different groups. Motivation deals directly with the relationship between satisfaction and performance as satisfaction leads to improved performance. Motivation is also needed in an organization for the following reasons

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- Motivated employees always look for better ways to do a job.
- Motivated employees are more quality oriented.
- Motivated workers are more productive.
- Perry and Wise describe public service motivation as 'an individual's predisposition to respond to motives grounded primarily or uniquely in public institutions'. The motives should be understood as psychological deficiencies or needs. Perry sums up six such motives.
- The first motive is the attraction to public policy making.
- The second motive is the commitment to the public interest.
- The third motive is a sense of civic duty.
- The fourth is a sense of social justice.
- The fifth motive is compassion referring to the patriotism of benevolence, 'an extensive love of all people within our political boundaries and the imperative that they must be protected with all the basic rights granted to them by the enabling documents'.
- The final motive is self-sacrifice, the willingness to substitute service to others for tangible personal rewards while operationalizing his own performance. Perry's conception of public service motivation is reduced to four dimensions instead of six. Only attraction to public policy making, commitment to the public interest and civic duty, compassion and self-sacrifice remain. Thus, to summarise we can say that motivation is needed as it gives an inspiration to do something. It helps people to behave and respond to the situation and to achieve the goals and objectives of the organization or the society.

Stop To Consider :
Self-Motivation
The self-control of motivation is increasingly understood as a subset of emotional intelligence; a person may be highly intelligent according to a more conservative definition (as measured by many intelligence tests), yet unmotivated to dedicate this intelligence to certain tasks. Victor Vroom, Professor, Yale School of Management offers the "expectancy theory" to provide an account of the decision of the people to exert self-control to pursue a particular goal. Drives and desires can be described as the deficiency or need to activate behaviour that is aimed at a goal or an incentive. These are thought to originate within the individual and may not require external stimuli

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to encourage the behaviour. Basic drives can be influenced by deficiencies such as hunger which motivates a person to seek food; whereas the more subtle drives can be translated in the desire for praise and approval which motivates a person to behave in a manner pleasing to others. By contrast, the role of extrinsic rewards and stimuli can be seen in the example of training animals by giving them rewards when they perform a trick correctly. The rewards motivate the animals to perform the trick consistently even when it is removed from the process.

Check Your Progress:

1. Fill in the blanks
   a. Motivated employees are more _____oriented.
   b. Motivated workers are more _____ .
   c. Motivation involves goals and _____ .
2. Critically examine the importance of motivation in workplace.
3. Define self motivation.
4. Examine the factors of motivation.

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4.6 Problems of Motivation:

In the world we witness changes in every sphere of human and organizational activity. So the concept of motivation also undergoes a change and arouses many barriers of motivation. For example lack of interest in work is one of the most common problems of motivation. It is believed that work in itself has become more important than the employer or the organization. The profit of an organization depends on the works performed by the employers. But now the basic problem is that the employers are not interested to works. They are only trying to fulfil their personal interest rather than the interest of the organization as a whole. The family background and social status of the employees are also the problems of motivation. Tensions are created by the personal problems of the workers as these factors definitely influence and affect the performance. Again, managers or leaders must develop good qualities of leadership in them. But, due to the improper training it does not happen and consequently restricts them to motivate others effectively.

Centralization of power or authority is also a problem of motivation. When a worker gets the opportunity to involve in the decision-making

process, he must be encouraged as it helps him to work hard. But it is seen that managers are afraid of entrusting authority and empowering their employees as they feel insecure to do so. Human beings are self-centred and they long for praise. But yet most organizations take negative view of their people and do not acknowledge or appreciate the work done by the employees creating the problem of lack of motivation. In some organizations, punishment is used to motivate people. But motivation and inspiration energize people and punishment fails to serve the purpose. Lack of co-ordination and communication between management and employees is another barrier of motivation. Language difference is another problem of motivation. However, the problems can be removed through proper training of employees. A vision that motivates the employees is the standard concern for success across social classes and/or lifestyles. It does not matter how many years a person spends in classrooms as motivating vision is the common denominator for achievement. President Abraham Lincoln never went to school, but still became President because he had a vision that motivated him. In addition, his vision was so powerful that it motivated everyone around him.

SAQ :
Do you think that the problems of motivation can be a barrier in the path of development? (80 words)
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4.7 Role of Motivation in Administrative Organization:

From our discussion of the need of motivation in organizations, we know that the success or failure of an organization depends to a great extent upon the motivating capacity of the leaders. The greatest efficiency and productivity flow from the efforts made by the leaders to motivate his subordinate workers. In an organization motivation can do miracles as a motivated worker can achieve more than an expert with no motivation. Hence motivation is regarded as the inner strength for the desire for success. The basic requirement in motivation is to make employees realize job satisfaction.

Hence, motivation is the essential ingredient of any organization for achieving its desired goals. We know that employees in an organization are different in their ability or capacity. In this context, motivation maintains activity and determines the general direction of an individual's behaviour. Thus motives

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or needs are the mainspring of action in an organization. Within an organization, motivation involves the process by which a person or the leader or group deliberately seeks to influence the behaviour of another person or group. Motivation in organization helps to make the participants conform to organizational requirements. It is therefore a means to translate the organizational goals into reality. The success of an organization is based on the works performed by its employees. If they are motivated properly, they are satisfied with their jobs and work efficiently. In other words, we can say that motivation brings efficiency in administrative work. When people are satisfied, their performance can lead to perfection. Manager must therefore be sure that any system of motivation includes rewards that are fair, or equitable, for all. The output of this action is more productive and leads to more profit for the organization. Hence it can be said that motivation is an inner impulse that induces an individual to act in a certain way which helps an organization to fulfill its desired goals and objectives.

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4.8 Summing Up

After going through this unit now you are able to explain the concept motivation. Motivation is a universal concept and forced a person to do something. It is the inner force of every human being. You have learnt that in the context of organization, motivation helps its employees to perform their functions to achieve its desired goals. Again in an organization motivation is seen as a process that leads to the forming of behavioural intentions. Thus it can be said that Motivation is 'an individual's predisposition to respond to motives grounded primarily or uniquely in public institutions through which goals of an organization should be achieved. From this unit you have also learnt that though motivation plays a very crucial role in moulding human behaviour, it is not very easy to motivate all people effectively. This unit has also helped you in understanding the role of motivation in organization. It is very necessary to overcome such barriers to achieve the goals of an organization since motivation is the real force behind the success of any organization.

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Unit 5:
Ecological Theory:

Unit Structure

5.1 Introduction
5.2 Objectives
5.3 Riggsian Model
5.3.1 Background
5.3.2 Ecological Approach
5.3.3 Ideal Models
5.3.4 Structural-Functional Approach of Riggs
5.4 Critical Appreciation
5.4.1 Advantages of the Theory
5.4.2 Ecological Model as an improvement over Bureaucratic theory
5.5 Summing Up
5.6 References and Suggested Readings

5.1 Introduction:

Fred W. Riggs is one of the most innovative scholars in the disciplines of Political Science and Public Administration. In 1963, when the Comparative Administration Group (C.A.G.) was set up as a committee of the American Society for Public Administration, Prof. Riggs was made its first Chairman a position he held until 1970. As the chairman of the CAG, Riggs made valuable contribution to the field of comparative administrative studies. The Ecological Model formulated by Riggs has been the most creative, and at the same time a highly controversial model of administration for the developing countries. The word 'Ecology' is borrowed by Riggs from the discipline of Biology where 'Ecology' means the study of life in its surroundings. Here, in this unit we attempt to give you an idea of the responses coming from the environment towards the administration. The ecology of administration, being the interaction of administration and its environment, requires a deeper understanding of the society and the various factors affecting its functioning. In this unit, we will discuss the influence of environment on administration or organization. This unit is an attempt to introduce you to F. W. Riggs' Ecological theory which is also considered as an alternative to the Weberian Model we have studied in the previous block. Riggs' Ecological Theory has contributed in the enrichment of comparative administrative studies in the developing

countries and we will examine this theory in detail.

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5.2 Objectives:

As said earlier, Ecological Theory is influential in terms of the enrichment of comparative administrative studies in the developing countries. The significance of this theory is also visible on studies of the influence of environment on administration. We will address the issues relevant to Ecological Theory in this unit.

After reading this unit you will able to

- examine the role of environment in administration.
- describe the administrative systems from ecological point of view
- discuss Riggs' concept of Ecology
- analyse the strength and weakness of Riggs' ecological theory
- explain the impact of ecological theory in modern administration

5.3 Riggsian Model :

Modern governments have witnessed great changes in their functions and responsibilities due to the development of modern technology which paved the way for the emergence of the welfare state. In this changing context, Public Administration has to play a crucial rule in achieving the goals and objectives of the state. From previous theories we come to know that the development of a society greatly depends on its committed and effective administration. In this regard, Fred W. Riggs has developed a few analytical models and approaches to study Public Administration in a more comprehensive and comparative manner.

5.3.1 Background:

F. W. Riggs emphasizes the need to study administrative systems from the ecological perspective so as to gain a comprehensive and in-depth understanding of the administrative dynamics. A social system is a vast network of inter-related parts, each one of which can be understood in relation to other parts and to the whole system. Administration being an inseparable and interacting part of the whole society can be understood in the context of the social system in which it is embedded. To elaborate the administrative theories discussed earlier have emerged before the Second World War and are generally the offshoots of industrial revolution in the Western countries, especially USA. After World War II, the newly independent Asian and African countries adopted the western administrative system but soon realized that these systems were developed in a particular

environment and not suitable for the rapidly changing nations. Thus the primary task of all these countries was to develop or change the system in accordance with their environment. So, there was a need of concepts which could help in understanding the problems of all nations i.e. concepts which would be cross-cultural or cross national. In the Ecological Approach, Riggs explains the inter-relationship between a system and its environment. He is one of the most important scholars of the structural-functional approach. Through his macro, ecological and structural-functional models of the administrative systems, he ushers in a new area of cross-cultural administrative research. He views the administrative process as a system having an environment with which it interacts and in which it operates. His model of administration is known as the structural-functional approach and more popularly as the ecological model of administration.

SAQ :
What do you mean by ecology in general? (50 words)
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.....
.....

5.3.2 Ecological Approach:

Riggs is mainly interested in conceptualizing the interactions between the administrative system and its environment. He maintains that an administrative system operates in the context of its socio-cultural, political and economic environment and there is a continuous interaction between environment and the administrative system. Unlike Weber, Fred W. Riggs emphasizes the environment and its reflection on public administration. He strongly believes that one cannot understand any administrative system without a detailed knowledge of the environment in which it exists. To Riggs, there is a direct relationship between a system and the environment. The ecology of administration, being the interaction of administration and its environment, requires a deeper understanding of the society and the various factors effecting its functioning. It may be noted that the ecological approach in the study of Public Administration had been initiated by J.M. Gauss, Robert A. Dahl and Robert A Merton long before Riggs. But it is Riggs who has made a distinctive contribution to this approach. Further Riggs develops this theory and analyzes the relationship between the administration and economic, social, technological, political and communicational factors in a larger

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perspective. He clearly analyzes how environmental conditions influence the administrative system.

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Objectives of the Approach : We are already familiar with the idea that Riggs tries to study Public Administration in the context of ecology the administrative problems of developing nations. This approach studies administration and its problems taking the wider social environment into consideration. Since the social, political and economic environments are not the same all over the world, therefore, with the same type of administrative system similar types of result cannot be obtained. The basic objective of this approach is to study how the administrator is influenced by the environment in which he is required to work and also to see how administrative culture is the outcome of the social system and social values.

Riggs' Concept of Development : While conceptualizing the processes of development, particularly in the political and administrative realms, Riggs has taken the help of the structural-functional approach, the systems approach and the ecological approach. The structural -functional approach views structures as patterns of behaviour which have become standard features of a social system. According to this approach, all structures perform an array of social functions, such as administrative functions, religious functions, economic functions and so on. Societies usually have a variety of structures that perform the different functions. Thus, the family performs certain social functions, the market performs the economic functions and the legislature performs political functions. In traditional societies, one encounters a few structures such as a family or a leader performing a whole host of functions like rule- making, rule-adjudication, economic allocation, and even medical and health administration. As society grows and develops, more and more specialized structures appear, each one of which becomes engaged in specific functions. So, differentiation of structures may be looked at as the essence of development.

Thus, development, according to Riggs, is a process of increasing autonomy of social systems, made possible by rising levels of differentiation. Riggs has observed that differentiation leads to a key problem of effecting integration. Integration of the specialized roles can lead to development. Riggs hypothesizes that the more differentiated and integrated a society is, the higher the level of development that it can attain and more capable it becomes by making and implementing decisions which involve effective control over its environment. In this

way by laying down his concept of development, Riggs helps us to understand the degree of development achieved by different developing countries and in turn helps in enriching comparative studies of different developing nations.

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5.3.3 Ideal Models

From the earlier discussion, we are familiar with the idea that Riggs mainly studies the administrative systems of developing countries. For this reason he has developed certain ideal models. These models help us to study the administration in an empirical manner. Riggs creates models on the basis of the structural-functional approach. In a fused society, a single structure carries out various functions. But in a diffracted society, separate structure are created to carry out specific functions. But between these two societies there also exist some societies where we find characteristics of both.

Riggs mainly outlines two kinds of models: Agraria and Industria which are related to agricultural and industrial societies respectively. According to him, all societies transform from agricultural to industrial society. Later in 1957, he develops an equilibrium model named Transitia representing the transforming societies. It is the stage between the agrarian and industrial society. Let us discuss his models in brief

1. Features of Agraria and Industria Societies : While discussing these two kinds of societies, Riggs points out some structural features of both these two societies. In his opinion an Agraria society has ascriptive values. It is particularistic and there exists a differential stratification system. The occupational differences are simple in this society. One important feature of this society is that here the social and spatial mobility is very less. On the other hand, in an Industria society there exists an egalitarian class system. There are certain achievement norms. The society is not particularistic, it is universalistic and the occupational pattern is well developed in this society. There is a higher social and spatial mobility and instead of diffused pattern there is specificity.

2. Equilibrium model or Transitia : This model was developed in the later part of 1957. The Transitia model primarily deals with societies undergoing transformation. As we have stated earlier, it represents a transitional stage between two types of society (Agraria and Industria). It has common characteristics of both the two societies.

3. The Model of Fused-Prismatic-Diffracted Societies : Another contribution of Fred W. Riggs is that he enunciates the typology of "Fused, prismatic and diffracted" societies which is based on the structural-functional approach. According to Riggs, the societies whose social structure is functionally diffused, i.e., structure with almost no specialized roles, have been termed as "fused". On the other hand, a 'diffracted" society is one which has highly functionally-specific structures, i.e., those which carry out a limited number of prescribed functions on account of their specialized character. In between the two polar types, comes the category of prismatic society where exists a high degree of "formalism", over-lapping", and "heterogeneity". Thus, Riggs by developing the concepts of these three models of society helps in enriching the comparative studies between different developing nations. A developing nation having fused model can be termed as less developed whereas those with diffracted structures may be termed as more developed among the developing nations.

4. Prismatic - Sala Model Another contribution of Fred W. Riggs lies in his highlighting the administrative problems of transitional societies and therefore, the major focus of his study has been on the "prismatic society". Sala is a Spanish word which stands for partition, room, religious conference, government office etc.

Riggs has identified three basic features of a prismatic society.

These are:

- Heterogeneity: - The first characteristic of a prismatic society is that there is a high degree of heterogeneity, i.e., different kinds of systems, practices, and opinions are present in such a society. Social change in this society is incomplete because there is a presence of fused as well as diffracted traits.
- Formalism: - Formalism is another feature of prismatic society. There exists a great discrepancy between the formally prescribed norms and their practices whereas in a fused and diffracted society there is a high degree of realism.
- Overlapping:- Overlapping, according to Riggs, refers to the co-existence of formally differentiated structures of a diffracted society with the undifferentiated structure of a fused society. In spite of new structures prevailing in the society, old structures still dominate various functional areas in the social system. In a prismatic society, 'Overlapping' has several dimensions which can be briefly discussed in terms of the following points.

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- Nepotism: - In a prismatic society, family loyalty and kinship are given prime importance in recruitment to the administrative class whereas in a diffracted society, family loyalties are completely divorced from official behaviour. Further, in a prismatic society, universal norms in administering laws are generally disregarded.
- "Poly-Communalism" or "elects":- Poly-communalism is the name given by Riggs to a plural society where we find the simultaneous existence of several ethnic, religious and racial groups. In such a poly-communal society, membership of interest groups is largely based on community loyalty. In this way, by highlighting the problems of developing countries, Riggs helps in providing solutions to those problems. This is another contribution of Riggs in the field of comparative public administration concerning developing countries. Moreover, Riggs points out that in a prismatic society, there is a state of 'price indeterminacy" i.e., it is impossible to determine a common price for a service. In a diffracted society, government service is uniformly available to all citizens without distinction and salary is determined by the value of work performed and the market cost of labour. But, in a prismatic society, according to Riggs, the relationship between public officials and their clients is that of sellers with their buyers. Hence, prices charged for a public service in prismatic society vary according to the nature of the relationship between a public servant and his client.

Riggs also notes that in a prismatic society, there exists a phenomenon of overlapping in the power distribution system. The power structure in a prismatic society has the tendency of "over-centralization". Generally, a prismatic society has "unbalanced policy" with bureaucrats dominating the politico-administrative system. The sala officials in such a situation have a major role in decision-making which results in a lack of official responsiveness to public needs and wishes. Riggs has suggested that there is an inverse ratio between administrative output and bureaucratic power. The more powerful the officials become, the less effective they become as administrators. Thus, sala in a prismatic society is characterized by nepotism in recruitment, inefficiency in the administration of laws, institutionalized corruption and lastly by the desire of gaining more power and protecting their own interest.

5. Bazar Canteen Model : Riggs also states another model based on economic conditions like the conditions seen in a market. This model is termed by him as the Bazar Canteen model. According to Riggs, in a

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prismatic society the economy is partially guided by forces of market and partly by family, religion and social conditions and therefore, the fixation of prices in the market becomes difficult. Only a small section of the society enjoys almost all the economic benefits and only a few can control and monopolize the economy. Bribes play an important role in such a society. The relationship between public officials and their clients is not rendered on equal basis. Only the dominant community enjoys the services at low rate. The society is like a subsidized canteen where the influential can get commodities at subsidized rate. This concept is known as the Bazar Canteen model where only a few are benefited.

Stop To Consider:

Differences between Agraria and Industria Society:

Agraria	Industria
a. Ascriptive Values	a. Achievement norms
b. Particularistic	b. Universalistic
c. Limited social and spatial mobility	c. Mobility is higher
d. Simple and stable occupational	d. Well developed occupational differences pattern
e. Differentiated stratification system	e. Egalitarian class system

These are also the structural features of these two societies.

5.3.4 Structural-Functional Approach of Riggs :

In analyzing the administrative system from the ecological point of view, Riggs mainly uses the structural-functional approach. Before him Robert Merton has applied this approach in their works. This structural-functional approach envisages that in every society, certain important functions have to be carried out by a number of structures with the application of certain specified methods. Structure means the administrative mechanism or any other mechanism by which the functions are discharged. So we can say that structural-functional approach is a method of analyzing the functions that are carried out in a society, identifying the structures responsible for discharging the functions and the methods adopted in undertaking the functions. Riggs has said that every society has to discharge five important types of functions. They are as follows:

- Economic
- Social
- Communicational

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- Symbolic
- Political Functions.

He further states that the same set of functional requisites apply to an administrative sub-system in which various structures carry out a number of functions in a specified manner. Structural-functional approach is a study of these structures, functions and methods to understand the phenomena.

5.4 Critical Appreciation:

The extensive references made to the views of Riggs in the literature of Public Administration indicate his tremendous influence on the discipline. There cannot be any meaningful study of Comparative Public Administration and development administration without reference to the views of F. Riggs. Despite this influence, he is subjected to severe criticisms discussed below:

- Riggs uses many new words borrowed from the physical sciences in administrative theory. However, sometimes readers are not able to understand the exact meaning of his borrowed terms. As Sison says, to understand Rigg's terms, one has to read it again and again, because one first has to understand the terminology which is quite new.
- Hahn B Lee, one critic of Riggs has said that his models are not helpful in understanding the process of social change in development. His models are not useful when the objective of administration is to change the system rather than to maintain the system.
- R A Chopmen emphasizes that one should have an open mind in analyzing the Riggisian models and see how far they will be useful to understand Public Administration as Riggs has not fully worked out the implications of his theory. Beside these criticisms, Daya Krishna attacks his theory with a view to examine how far Riggs' models are helpful to analyze the development processes and points out that his prismatic model serves no purpose to find out the stages in the process of development.
- Environment plays an important role in administration. Ecological models generally explain the motives of administrative behaviour, and in this whole process administration influences its environment. Administration is also a tool for social change and it influences the society in different ways at different times. But, Riggs has completely neglected this aspect.
- Arora opines that overlapping exists equally in different societies, but the reasons may be different. An examination of such reasons will be useful in providing guidance to administrative actions. Riggs's has only highlighted the negative impact of overlapping but does not examine the positive

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aspects which may provide healthy competition among various administrative sub-systems and increase efficiency in administration. Nevertheless, Riggs' model which helps us to deepen our insight into some basic problems of administration in developing societies and to conduct the study in a comparative manner is unique in Public Administration.

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Stop To Consider:

Formalism: It means the extent to which a discrepancy exists between formal and effective power, between the impression given by the constitution, law and regulations, and the actual practice and facts of government and the society. Riggs observes that the prismatic society discussed earlier is marked by high degree of formalism. Here it appears in many forms and in different levels, such as constitutional, administrative and academic, etc.

5.4.1 Advantages of the Theory:

Despite the above mentioned criticisms, the Ecological Approach advocated by Fred W. Riggs has certain advantages to serve as a better alternative to the Bureaucratic Approach advocated by Max Weber. The advantages are as follows:

- The Riggsian approach makes a scientific analysis of the interactions between the bureaucracy and its environment.
- Ecological Approach enables to evaluate the performance of any administrative organization in the context of the socio-political and economic environment in which it exists. Nobody can deny the fact that the effectiveness of any organization depends to a great extent on its environment.
- Unlike Max Weber's approach, Riggsian approach is not a mechanical approach towards the study of administrative systems. It may be called a recent approach to study the administration of a country. It also points out the inadequacies and deficiencies of mechanical approach.
- The Riggsian approach may be regarded as a way to study public administration on the basis of comparison of different institutions that exist in different societies.
- Riggsian approach helps to understand and identify the areas of differences between traditional system of administration and modern administrative system. It also highlights the consequences and the problems arising in the process of transformation of an administrative system from the

traditional status to the state of modernization.

- The Riggsian approach helps us to understand administration of the developed and developing countries.
- Fred Riggs has made an honest effort to analyze the administrative system with the help of science to make the study easier and to explain the system in clear terms.
- The Riggsian approach may also be considered as an approach which emphasizes the value-laden administration.
- On the basis of Riggsian approach, it becomes clear that administration has a close relationship with the socio-cultural aspect of the concerned country and accordingly the administrative system must be designed to fulfill the requirements of that society.
- It is Fred W. Riggs who makes an attempt to highlight a neglected area of the discipline of Public Administration by emphasizing the ecology of an administrative system.

Thus the Riggsian approach tries to provide an integrated perspective on administration in so far as Riggs maintains that the administrative system operates in the context of its socio-cultural, political and economic environment.

SAQ :
Do you think that Ecological theory can remove the limitations of Bureaucratic theory? (60 words)
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5.4.2 Ecological Model : As an improvement over Bureaucratic Theory

According to Riggs, an administrative system is influenced by the society of which it is a part, and in turn it influences the society at large. He tries to analyse his theory in the perspective of developing countries. Riggs is attracted by the stages of transition of a society from traditional to modern society through several stages. It is true that no organization can be explained without referring to the social environment in which it is embedded. While explaining his ecological theory, Riggs emphasises the social environment ignored by Max Weber. Weber focuses mainly on the mechanical aspect and ignores the sociological dimensions of public

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administration which is given proper emphasis by Fred W. Riggs. That is the reason we consider Fred Riggs' Ecological Model to be an improvement over Max Weber's Bureaucratic theory. Classical organizational theories mainly emphasize the organizational principles and the behavioural theory concentrated on human behaviour in the organization. But ecological theories emphasize the interaction between the administration and its environment. Both in content and analysis, Riggs' ecological approaches touch wider horizons, and take an integrated approach of the administrative system. His approach and models help us in understanding the administrative process in developing countries.

Stop To Consider:

Riggs on Bureaucracy :

Riggs in his book The Ecology of Public Administration argues that the bureaucracy of a developing country is one of the important institutions in the path of development. He has said that the political and administrative institutions can be properly studied only when the circumstances, influences and forces operating all around are fully understood. So it is essential that administration should be studied in the context of other social institutions. Changes in bureaucracy take place when changes occur in social, economic and political systems. Thus we find that there is a close relation between bureaucracy and its environment.

Check Your Progress:

1. Fill in the blanks
   a. Agraria society means _____ society.
   b. Transitia society is a stage between _____ society
   c. Every society has to discharge _____ Function.
2. Explain the Ecological theory in the light of Riggs' ideal models.

5.5 Summing Up:

From the above discussion you can understand the importance of Riggs' contribution in the field of Public Administration. A new phase in Public Administration starts with Riggs' endeavour. He starts Comparative Administrative Group which helps to develop a variety of theoretical frameworks. Fred W. Riggs is a contemporary theorist in the fields of political development and comparative Public Administration. He is primarily interested in conceptualizing on the interactions between

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administrative systems and their environment. He has particularly studied the differences in social, cultural, historical or political environments and their effect on administration. His "prismatic-sala" model and the value-neutral conceptualization of development have taken the cross-cultural administrative studies towards greater objectivity. His ideal models have encouraged several empirical studies in the administrative systems of developing countries. Riggs' ecological approach takes us away from assuming that any particular sub-system of a society can be considered as an independent variable. His analysis of the process of administrative development can provide guidelines to the policy-makers in different developing countries. Although his administrative models are difficult to find out in practice, they help us in understanding the realities. Sala model provides us an opportunity to analyze and understand the administrative system in developing countries. It also facilitates us to conduct further studies based on empirical and ecological approaches. In the words of Chapman, in spite of many limitations, Riggs' models may deepen our insight into some of the underlying problems of public administration in transitional societies. His approach and models are considered as sophisticated tools for describing administrative situations. In conclusion, we can say that Riggs' approach tries to provide an integrated perspective on public administration in so far as he maintains that an administrative system operates in the context of its socio-cultural, political, and economic environments.

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