

CHAPTER I

INTRODUCTION



In everyday thinking about human behavior, the reason and emotion are treated as polar opposites, the expression of emotions are prevented by behavior from being rational (perhaps even from being boundedly rational), and the rationality prevent from expressing the genuine emotions. To find the measure of truth that resides in this popular view, one must examine the function of emotions and the role they play in shaping the behavior which play a vital role in the Administrative Functionary which is purportedly meant for strengthening the quality of life. But in realistic sense, the same is not becoming possible. The global economy recovers from its current stagnation but growth remains anemic. Deflation continues to threaten, the gap between rich and poor keeps widening, and incidents of economic chaos, governmental collapse, and civil (cold) war plague developing regions. Terrorism remains a constant threat, diverting significant public and private resources to security concerns. In fact, many innovative companies - entrepreneurial outfits and large, established enterprises alike - are already serving the world's poor in ways that generate strong revenues, lead to greater operating efficiencies, and uncover new sources of innovation. For these organizations - and those that follow their lead - building businesses aimed at the bottom of the pyramid promises to provide important competitive advantages as the twenty-first century unfolds. Big organizations are not going to solve the economic ills of developing

countries by themselves, of course. (Prahalad et.al-2008). On perusal of the above, it is often questioned do the behavioral factors play a prime role here.

Evolve or perish! Charles Darwin's famous evolutionary principle is now increasingly applicable to the world of management and organizations. Modern organizations seem to have little choice but to adapt to the relentless pace of change or face the risk of extinction. Rapidly changing technology, globalization, uncertainty, unpredictability, volatility, surprise, turbulence, and discontinuity are indeed commonly popularized in the literature as some of the major environmental challenges facing organizations in the new century (Brodbeck, et al., 2003).

The new management orientation is also embracing innovation as a key ingredient of success and competitiveness (Khalil et.al, 2002). This entails developing the creative potential of the organization by fostering new ideas, harnessing people's creativity and enthusiasm, tapping the innovative potential of employees, and encouraging the proliferation of autonomy and entrepreneurship (Black and Porter, 2000). Fostering learning in organizations has simultaneously emerged as a critical challenge for managers given the focal role it plays in allowing the human capacity for innovation and creativity to flourish (Porth,1999). In view of these myriad pressures and compelling adjustments, many organizations including the bureaucratic Organizations are experiencing the need to abandon their traditional bureaucratic orientation and embrace a range of new

characteristics revolving around empowerment, teamwork, trust, communication, commitment, and flexibility etc.

1.1 Behavioral factors

Human beings, like most other complex organisms, can only deal consciously with one of a very few things at a time. Of course, one breathe, his/her heart beats, his/her food digests while doing other things, but actions requiring thought have to be done more or less one at a time.

There are no intrinsic oppositions between emotion and reason: emotion is a principal source of motivation, focusing an individual towards particular goals; and it can direct great powers of thought on the goals it evokes. One may sometimes think of emotion as inimical to thought (and thought as inimical to emotion) when an emotion is aroused in him that interferes with the task one has been engaged in, when it turns ones rationality to other goals. But to think hard about a subject, in particular to be able to resist interruption of ones thought requires attention to be fixed by powerful motivational focus.

However, when emotion is strong, the focus of attention may be narrowed to a very specific, and perhaps transient, goal and one may ignore important matters that would otherwise taken into account before acting. In producing this narrowness of focus, emotion does sometimes stand in opposition to reason (Vandana, 2005). But one must be very careful in evaluations, for it is this same intensity of thought that, under other circumstances, allows concentrating on

solving highly complex problems and dealing with extremely difficult situations.

Perhaps the most useful way to think about emotion in relation to administration and to decision-making in organizations is to think of it as a force that helps direct actions toward particular goals by holding attention on them and the means of their realization. Emotion works with reason when it attaches to broad and permanent goals, assuring that action will not be narrowly conceived; it works against reason when it hastens decision unduly and narrows too far the range of possibilities and consequences that receive consideration in the decision making process.

A great deal of behavior, and particularly the behaviour of individuals within administrative organizations, is purposive-oriented toward goals or objectives. This purposive-ness brings about an integration in the pattern of behavior, in the absence of which administration would be meaningless; for if administration consists in “getting things done” by groups of people, purpose provides a principal criterion in determining what things are to be done (Elizabeth, 1998).

All behavior involves conscious or unconscious selection of particular actions out of all those, which are physically possible to the actor and to those persons over whom he exercises influence and authority. The term “selection” is used here without any implication of a conscious or deliberate process. It refers simply to the fact that, if

the individual follows one particular course of action, there are other courses of action that he thereby forgoes. In many cases the selection process consists simply in an established reflex action e.g. a programmer hits a particular key of the Computer with finger for getting output from the computer because a reflex has been established between a letter on a keyboard and the Computer in toto. Here the action is, in some sense at least, rational (i.e. goal-oriented), yet no element of consciousness or deliberation is involved.

1.2 Administrative functionaries

Administrative activity is a group activity. Simple situations are familiar where an official plans and executes his own work; but as soon as a task grows to the point where the efforts of several persons are required to accomplish it, this is no longer simple, and it becomes necessary to develop processes for the application of organized effort to the group task. The techniques, which facilitate this application, are the administrative processes.

It is noted that the administrative processes are decisional processes: they consist in segregating certain elements in the decisions of members of the organization, and establishing regular organizational procedures to select and determine these elements and to communicate them to the members concerned. The task of the group is defined first for deciding the goal as adopted by the

organization, and there after the group march ahead to achieve the target (Almaraz et. al, 1991).

The administrative part of the organization is characterized by specialization and particular tasks are delegated to particular group of the organization as traditionally, the burden of providing most of the required services has been viewed as an exclusive preserve of the bureaucracies. In long run it is experienced that this model of monopoly service provision has failed to deliver acceptable outcome. The bureaucrats cannot run vast delivery system by itself without provoking serious problem, ranging from politicization and the delivery system. It has already been noted that this specialization may take the form of “vertical” division of labor. A pyramid or hierarchy of authority may be established, with greater or less formality, and decision-making functions may be specialized among the members of this hierarchy.

1.3 Citizen centric goals of administrative functionaries

The delivery system of a Bureaucratic organization rests with the officials of the organization whose prime task is to deliver front line services in a professional and enthusiastic manner. However, these officials are too guided by the factor of Motivation and due to lack of motivation, responsible officials exhibit irresponsibly forgetting the mandate assigned to them and thus efficiency of the bureaucratic functionary gets affected. As a result, simplifying transaction becomes

a superficial process when compared to restructuring agency process (Rosen, 2005).

The organizational Loyalties, which is a prevalent characteristic of human behavior that members of an organized group tend to identify with that group, contributes for shaping the organization and its members. In making decisions, the organizational loyalty leads to evaluate alternative courses of action in terms of the consequences of the action of the group. When a person prefers a particular course of action getting motivated by the visible glamour, he identifies himself with that glamour; when he prefers it, he identifies himself within it and finally adopts it. National and class loyalties are examples of identifications which are of fundamental importance in the structure of modern society (Rosen, 2005).

1.4 Link between behavioral factors and administrative functionaries

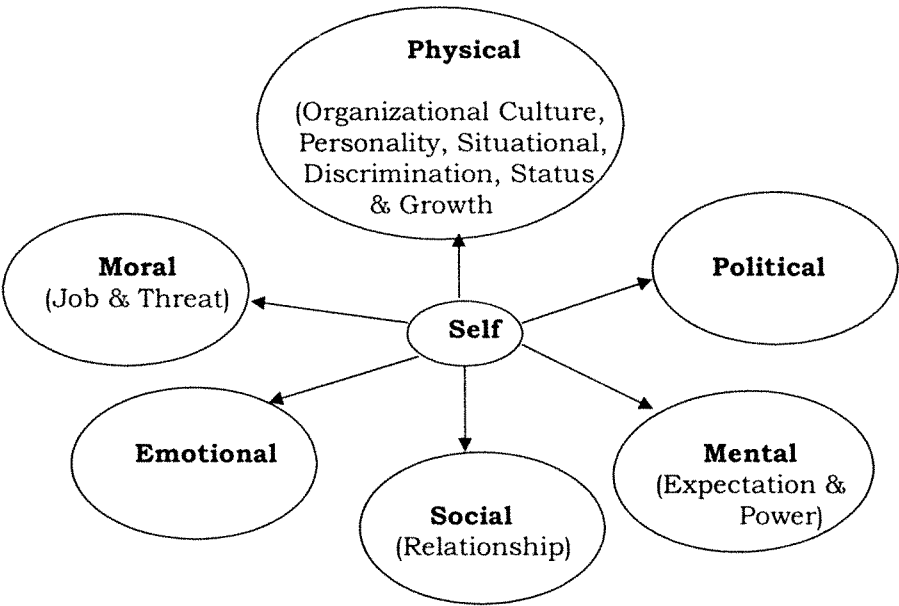
This phenomenon of identification of organizational goal, organizational loyalty and day-to-day performance are thus very important function in administration. An administrator, while becoming a part of the decision making process, must evaluate that decision in terms of the whole range of human values, rationality in administration and its applicability to the persons remain under identical situation. If he needs to consider the decision only in the light of limited organizational aims, his task is more nearly within the range of human powers. The canteen boy can concentrate on the

problem of canteen, the safety officer on problems of safety, without irrelevant considerations entering in.

An inherent question could be why the individual accepts these organizational influences, why he accommodates his behavior to the demands the organization makes upon him etc. To understand how the behavior of the individual becomes a part of the system of behavior of the organization, one must know the facts and values that enter into this decision-fabricating process which involves fact-finding, design, analysis, reasoning, negotiation, all seasoned with large quantities of “intuition” and even guessing. The concept of role provides the standard sociological explanation of behavior. Once such behavior is adopted by a larger mass, it is transformed to Culture. There is precisely a reason, however, for describing behavior in organizations in terms of decision premises instead of roles. In its original connotation of dramatic part, “role” implies too specific a pattern of behavior (Avinash, 2005).

The decisions of a person at any point in the administrative hierarchy are subject to influence through only one channel of authority; and if his decisions are of a kind that requires expertise in more than one field of knowledge, then advisory and informational services must be relied upon to supply those premises which lie in a field not recognized by the mode of specialization in the organization.

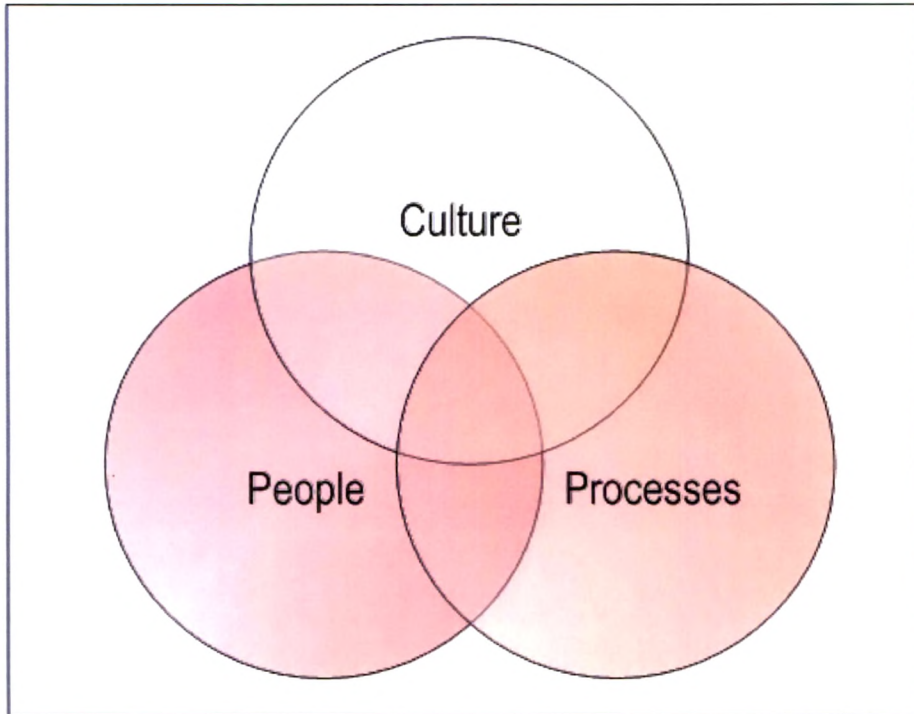
Figure. 1.01 Decision Making and Behavioral Situation



Source: Decision Making and Behavioral Situation, Mockler R.J.

Organization by major purpose,” says Gulick, “serves to bring together in a single large department all of those who are at work endeavoring to render a particular service.” There is, no essential difference between a “purpose” and a “process”, but confined to a distinction of degree though the morphological craft of the organization mainly are the culture, people and process. A “process” is an activity whose immediate purpose is at a low level in the hierarchy of means and ends, while a “purpose” is a collection of activities whose orienting value or aim is at a high level in the means and hierarchy, an integration of culture, people and process (Klinda, 2000).

Figure 1.02 Morphology of Organization



Source: Management, David R Hampton

Administrative description suffers currently from superficiality, over-simplification and lack of realism. It has confined itself too closely to the mechanism of authority and has failed to bring within its orbit the other, equally important, modes of influence on organizational behavior. It has refused to undertake the tiresome task of studying the actual allocations of decision-making functions. It has been satisfied to speak of “authority”, “centralization,” “span of control,” “function,” without seeking operational definitions of these terms. Until administrative description reaches a higher level of sophistication, there is little reason to hope that rapid progress will be made toward the identification and verification of valid administrative principles. Often decentralization remains a controversial subject.

Though some have expressed the concern that decentralization without proper safe- guards can increase corruption, mismanagement thereby making the system inefficient, a little motivation and attitudinal change of the officials of bureaucratic organization can enhance the efficiency of the service delivery system of such organizations. Decentralization of administrative powers are though not resisted by the line departments of bureaucratic organizations, but the behavioral factors shape the prerogatives, authority and the fear of erosion of delegated powers of the officials of bureaucratic organizations (Maravelias, 2007). Political support is an important prerequisite for effective programme delivery. When politicians care about a particular system delivery, they are more likely to insist on effective implementation by the bureaucratic service. Though the officials of the bureaucratic organization are responsible for managing such programmes, they are often given more autonomy as well both financial as well as administrative powers are delegated to them, there is a *gap* between the intended goal and the realized goal in a bureaucratic organizations.

Decentralization of power remains a controversial subject on many occasions. Literally many have expressed the concern that *decentralization* without proper safeguards can increase mismanagement thereby jeopardizing the efficiency of the system, others worry about the availability of alternative system as well as capacity constraints of other workable system under a public domain with citizen centric attitude that might impede an effective transfer of

functions for societal betterment. In some cases often civil society groups simply place pressure on recalcitrant providers and/or state to compel them to initiate reforms though there were cases of reformers who actively sought to generate demand for reform as a precondition for successful change (Mrudula, 2005).

In practice, the separation between the ethical and the factual elements in judgment can usually be carried only a short distance. The values involved in administrative decisions are seldom-final values in any psychological or philosophical sense. Most objectives and activities derive their value from the means-ends relationships, which connect them with objectives, or activities that are valued in them. A process of anticipation transfers the value inhering in the desired end. The product of a manufacturing process is valued by its producers for its convertibility into money (which in turn has value only in exchange) and by its purchasers for the values to be derived from its consumption. Just so, the activities of a department in a bureaucratic system are valued ultimately for their contribution to humanity and social life, and they retain their value only so long as they serve those more and are visualized at final ends. At each moment, the behaving subject or the organization composed of numbers of such individuals, is confronted with a large number of alternative behaviors, some of which are present in consciousness and some of which are not. Decision, or choice, as the term is used here, is the process by which one of these alternatives for each moment's behavior is selected to be carried out (Radha Mohan, 2005).

The function of knowledge in the decision-making process is to determine which consequences follow upon which of the alternative strategies. It is the task of knowledge to select from the whole class of possible consequences (a more limited subclass), or even (ideally) a single set of consequences correlated with each strategy. The behaving subject cannot, of course, know directly the consequences that will follow upon his behavior. If a sort of reverse causality would be operating here, future consequences would be determinants of present behavior. What one does is to form expectations of future consequences, these expectations being based upon known empirical relationships, and upon information about the existing situation (Porth, 1999).

Further, complications are introduced into the picture if more than one individual is involved, for in this case the decisions of the other individuals will be included among the conditions which each individual must consider in reaching one's decisions. That is, each individual, in order to determine uniquely the consequences of his actions, must know what will be the actions of the others. These are the factors of fundamental importance for the whole process of administrative decision-making.

1.5 Real and virtual effects of behavioral factors upon administrative functionaries:

Bureaucratic Organizations are mainly responsible for various administrative functionaries. However in recent years, an increasing

number of works have pointed to the demise of the bureaucratic organization and the emergence of a new post-bureaucratic form of organization – referred to as the entrepreneurial or networked-shaped organization. Two apparently contrasting images of post-bureaucratic organizations have come to dominate the literature. One, constructed by management theory, reveals post-bureaucracy as a form of organization that has made a distinct break with the bureaucratic legacy. For the sake of exhibility, post-bureaucracy is alleged to emancipate individuals from the formalistic constraints of bureaucracy, arranging them instead in organic networks. The other, constructed by critical management theory, reveals a form of organization that is only superficially more emancipating than the bureaucratic organization it replaces. Under the surfaces of these networked-shaped organizations technologies of control, this set as their targets not individuals' direct behavior, but their thoughts, emotions and identities (Maravelias, 2003).

Emotion and behavior are vital aspects of individual and organizational functioning, yet ones that raise special difficulties for organizational researchers. Interest in emotion has been rapidly increasing, both as an important dimension of individual and organizational identities and as a powerful influence on everyday organizational processes. Similarly, learning has attracted the attention of many organizational researchers over the years, with an increasing recognition of its role in facilitating change and enhancing competitiveness and success. Although emotion and behavior can be

studied as separate phenomena, it is argued that they are interrelated, interactive and interdependent, something that many organization and management studies tend to neglect (Almaraz, 1991). In particular, periods of rapid and perplexing changes make extreme demands on individuals' and organizations' abilities to learn and on their emotional lives. Emotion and behavior in combination are powerful sources of meaning and direction, supporting or inhibiting individuals and organizations in their attempts to re-define reality and find their place in it. The need to understand, therefore, the nature of this interdependence is paramount. Kurt Lewin, in his attempt to develop a unifying field theory, made the first widely cited reference to psychological distance; according to Lewin, psychological distance refers a location in one's "life space from that of a given situation, be it social, functional, professional etc." (Gabriel et. al, 2002).

Therefore the researcher under the guidance of Prof. Sarupria assumes that the behavioral factors governing the functionaries of the bureaucratic organizations shape the functioning of bureaucratic organizations. The efficiency as well as the effectiveness of the bureaucratic organizations solely depends upon the behavioral factors those govern the individuals of the bureaucratic organizations and by shaping the said factors, the service delivery of the bureaucratic organizations would improve and the problems of service delivery could be minimized to a greater extent.

1.6 Justification of the study

Work situation is complex in nature. Because of many *psychosociological* factors, very often the social units are susceptible to many changes. Even if change is always for betterment, change often results in behavioral maladjustments and the basic social units are not in a position to accept the change outright. As a result, there are ample difficulties in working fields resulting turn over, fear of insecurity etc. in the Bureaucratic sectors as is marked in recent past. On the other hand, the private and overseas employers are in a position to extract and retain the cream of the University Graduates and fresh Technocrats. For developing a sense of belongingness, they make their service conditions very much lucrative and to add the taste, they are empowering the newly joined Graduate and Technocrats and assimilate them in the process of decision-making in the Organization. The bright-future individuals retained by the overseas and private employers are not having any conflict as they are able to manage the conflict from its inception following the yardsticks and parameters available with them. The elaborate mechanism for addressing their problem though subsists but they are not made use of. In bureaucratic organizations, there are wide ranges of variables, which are though not able to address the problem of its own officials in toto because of built-in system; the system channelises the problem to various compartments of Administration/Management system. The channelised problem further raises various issues and as a result instead of solving the problem because of procedural imperfections,

many conflicts both interpersonal and intrapersonal further arises thereby reduces the pace of Administrative Functionary in bureaucratic organizations (Marvelias, 2003). This is mainly due to the fact that the system of empowerment has not got due recognition and the entire machinery of bureaucratic organizations work around the “delegation system of power”. Through the present study, the various aspects of influences of behavioral factors upon the Officials of bureaucratic organizations and the crisis arising thereof would be studied in depth so as to find out the remedial solutions resulting effectiveness of service delivery by the bureaucratic organizations to the stake holders.

1.7 Significance and importance of the study

India being welfare state (Encyclopedia of Govt. of India) aims at the total wellbeing of the total population of the society. Even after six decades of independence, there is no much explicit and exhibitable indicator replicating the improved service delivery to the satisfaction of stake holders under a democratic set up. National debates in this direction continue for ever, various legislations are in place, amendment to the existing legislations takes place which strengthens the main legislations, no dearth of institutionalized implementation agencies, existence of Non Government Organizations and Voluntary social bodies/ organization though are bothered for achieving and ascribing welfare of the stake holders, improvement of service delivery is hardly realized. On the other hand lower human development index, poverty as the central problem of the country continues. For Amartya

Sen, poverty stems not just from a lack of resources, but from lack of entitlement: famines happen, not because there is not enough food, but because poor people are not allowed to eat the available food.

Economic development is essential to welfare. It produces material goods. It promotes integration and interdependence, and extends people's entitlements. It has clearly beneficial effects on social welfare: the last 40-50 years have seen spectacular improvements in longevity, infant survival, access to basic amenities like water supplies and fuel, and the provision of services like health care and education. At the same time, development produces casualties. It makes poor people vulnerable; it uproots traditional lifestyles; it can lead to social polarization. The 'structural adjustment' favored by international organizations - moving the developing countries including ours towards a formal market economy which has been criticized for pushing the country into a situation where the poor still remains unprotected.

Although economic development is fundamental, it does not guarantee social protection. The available social security schemes often tied to the status of particular categories and there is no surveillance regarding uniformity which raises questions about the functioning of the bureaucratic set ups whose prime functions are to ensure the solutions to the above mentioned problematic delivery issues. In some of these, only a small minority receive effective protection. At the same time, public policy aims towards greater diversification of the welfare coverage, through a combination of

governmental and non-governmental provisions. There is no consistent trend to greater inequality.

Hence this study is proposed which has the following significance:

- Whether the decision making process of all the bureaucratic Organizations are alike and if not how the decision making process of one organization is different from the other.
- Whether the functioning of all the Government departments are similar and identical.
- How does the behavioral factors effectuates the decision making process at different level.
- Whether role clarity is identified and accomplished for the authorities involved in decision making process.

A critical evaluation of the gap between the objectives of the welfare policies of the Government of India and their achievement in terms of public recipients is very huge which may be primarily due to the fact that the functioning of the bureaucratic organizations are not effectively citizen centric though they ought to be (World Bank). The vision, mission, goal, objectives of the Bureaucratic Organizations are for ensuring the welfare of the stake holders, still the behavioral aspects of its functionaries who are the key resource area (KRA), shape the quality of the service provided by the organization at large thereby the efficiency and effectiveness of the system. Therefore

through this study, the researcher tries to explore the possibility of identifying the behavioral factors those essentially guide the individual of bureaucratic organization and understanding their role in citizen centric service delivery. The researcher is fully equipped for systematic reengineering of various theoretical concepts and their application under the present study having the following importance:

- To understand some of the critical behavioral dimensions in decision making process vis-à-vis the merits of the issues involved.
- Basing upon the above, some modalities can be developed, so that the officials of the bureaucratic machinery enroll themselves for the cause of the organization.
- Moreover, with this study, the role clarity of the officials of the bureaucratic organizations would be more visible and felt so that the citizen charter of the bureaucratic organizations are achieved.
- Further with this study there could be improvement in the public service delivery of the bureaucratic machinery.

More over, the present study may evolve some solutions for the above issues.

1.8 Chapter Plan

The report is divided into Five chapters logically to make it a complete document.

The first chapter is the Introduction chapter under which the researcher intends to refer the core terminologies besides defining all relevant concepts under the study viz. Bureaucratic Organizations, the behavioral constructs those are the guiding factors for regulating the actions of the officials of the Bureaucratic Organization besides highlighting the present problem of service delivery under the existing policy regimes. In this chapter the narratives about choosing this topic and the significance, importance and justification of the study is also mentioned.

In the “second chapter”, the researcher intends to submit the gist of the review of various literatures propounded and advanced on the relevant issues concerning the issues under the study so as to asses the existing gaps for which the present study is intended. In this chapter, the objectives of the study, the hypothesis to be tested are also included.

Under the caption third chapter, the researcher has narrated the Research Methodology adopted in this study which is both an exploratory as well as descriptive study. The research questions and the research design, various research tools and the methodology adopted in this study are narrated in this chapter including the modalities adopted for standardization and validity of questionnaire and proving its reliability.

The next chapter i.e. the fourth chapter is all about Statistical analysis of data which has been collected through the questionnaire designed for the purpose. The data was primarily collected from the bureaucrats as well as the officials of the Bureaucratic Organization. The data were put in an excel sheet and were subjected to “t” test, “F” test and regression to verify the hypotheses to arrive at conclusion.

In the fifth chapter, the researcher has summed up the findings with discussions about the achievements and implications of this study. This chapter also includes few suggestions made by the researcher.

Reference of all the literature cited in the text is included with all the details including web address wherever available. The document ends with the appendix which consists of the questionnaire used to measure the behavioral dimensions for the purpose of this study.