CHAPTER – II

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Theoretical Orientation
A HISTORICAL PERSPECTIVE

An organization is generally considered to be a consciously coordinated social unit, composed of two or more people, who function on a relatively continuous basis to achieve a common goal or set of goals. In view of this proposition, all concerted activities ranging right from manufacture, agriculture etc. to provision for service, whether industrial, social or religious, including the sovereign duties, are the goal oriented activities performed in organizations and the people responsible for attaining their goals, are popularly called managers or administrators.

It has been observed that in earlier period, classical philosophies could not initiate concerted efforts for developing a specific theory for organizations, but organization has been implicitly referred to in politics and virtue, prevailing at that time. The Greek philosopher Plato, while writing about the essence of leadership in ‘The Republic’ emphasized the importance of specialization and discussed a primitive form of structure of his time. Aristotle too, addressed such topics as persuasive communication. In the sixteenth century, writings of Machiavelli laid the foundation for organizational power and politics.

Historically, organizations can be said to have evolved through the United States in the early part of nineteenth century. A small percentage of population at that time is said to be wage earner. Gradually, their number and operations increased manifold. Artisans and farmers were scary of working for others. With the growth of population, improvement in transportation and technology, economic self-sufficiency was poor choice for them. Machines and processes were developed for making mass production of goods, a cheaper and faster alternative to individual control. Interdependence to a varying degree became the need of the hour and as such there evolved the concept of employer and the employee in the so called less organized social set up prevailing at that time.
An informal **pre-organizational system** in its nascent form started catering to the needs of the people across all societies, thereby causing the population to become wage dependent. Slowly and steadily organizations started assuming some shape. Peoples’ search for jobs in developing and growing organizations started a shift from individual and family production to **less personal, more distant, and more centralized, large formal organizations**. Coupled with the wage dependency and other externalities, growth of market and industry also played a **pivotal role** in the development of organizations. Slowly and steadily, the so called developing organizations devoured upon the smaller organizations and allowed the evolution of innovative management and production techniques for larger organizations or companies. In pursuance of this development of organizations, main attention got shifted to their **innovative management**. Thus, it may not be out of place to say that United States not only pioneered the development of organizations, but also worked for their spread and growth within America and the outside world. This development of organizations **demanded higher level of skills** from the competing workers which could withstand the needs of those days.

**Organization & Organizational Behavior:**

In 1776, **Adam Smith** advocated a new form of organizational structure based on the division of labor. In the next century, a German sociologist named **Max Weber** wrote about rational organizations and initiated discussion of charismatic leadership. Thereafter, **Frederick W. Taylor** introduced the concept of systematic use of goal setting and rewards to motivate employees. Early in the twentieth century, **Elton Mayo** and his colleagues, conducted productivity studies at Western Electric's Hawthorne plant in the United States. However, organizational studies began as an academic discipline with the advent of Taylor’s concept of **scientific management** in the 1890s, which represented the peak of this movement and it was realized that rationalizing the organizations with precise sets of instructions and time-motion studies, would lead to increased productivity.
After the First World War, the Human Relations Movement throughout the world focused on teams, motivation and the actualization of the goals of individuals within the organizations prevalent at that time. Focus of studies started shifting to human factors and psychology in the wake of Hawthorne Effect. Prominent among the early scholars in this field were Chester Barnard, Henri Fayol, Frederick Herzberg, Abraham Maslow and others.

Invention of large-scale logistics and operational research further shifted the emphasis from study of organizations to the organizational behavior in a different perspective by adopting more rationalist approaches in the post Second World War era. In the early sixties and late seventies, the field was strongly influenced by social psychology and the emphasis in academics started shifting to quantitative research and qualitative methods of study. Contributions of Elton Mayo, Mary P. Follet in this field were appreciated. Different theories were propounded for explaining the organizations and the behavior of individuals composing them, by different schools of thoughts in their own manner. Broadly, organizational theories have been divided into two broad categories:

1. **Organization Theory (OT)**, which focuses on the behavior of organizations themselves and populations therein.

2. **Organizational Behavior Theory (OBT)**, which focuses on the behavior of individuals within these organizations.

Organizational Theories (OT) study the organizations as a whole or populations of organizations in order to understand the structure and processes of organizations and how they interact with the industries in general and societies at large. One of the early thinkers in the field was Alexender Bogdanov, whose Tectology, a theory widely considered as a precursor of Bertalanffy’s General Systems Theory, attempted to model and design human organizations.
An organization can be big or small, depending upon its size, or can be formal or informal, depending upon its system of administration or control. Since this study is concerned with the study of a formal, governmental, bureaucratic organization, an insight into structural characteristics, composition, aims, objectives and the expected behavior of members composing such organizations in general, shall not only be purposeful but will be useful in the understanding of the dynamics of organizational behavior there as well as the members commitment to such organizations.

**Bureaucratic Organizations:**

They have formal hierarchical system of management with distinct sets of rules for all such organizations as well as the hierarchical levels. These organizations have *functional specialty*; as people constituting them are generally selected on the basis of their skills and technical qualifications and have an "up-focused" (to organization's board or shareholders) or "in-focused" (to the organization itself) mission. There are certain **characteristic features** which distinguish the ‘Bureaucrats’ working in the ‘Bureaucratic Organization’ from others. In all bureaucratic organizations utilization of hierarchical subordination, presence of impersonal positions that are earned and not inherited, rule-governed decision-making, professionalism, chain of command, defined responsibility, and bounded authority can be observed all around. These features make up bureaucratic organization an agency, in the case of the state and a bureaucratic enterprise in the case of private economy. The decision making processes are serial and governed by well defined rules and essence of professionalism flows freely there. All the commands are in chain and not isolated ones. Being **hierarchical** in set up, each of the hierarchical levels have bounded authority and well defined responsibility. The concept of ‘jurisdictional areas’ and the ‘institutional governance’ by specific set of rules or laws, as discussed by Max Weber in his book “Economy and Society”, are usually adopted and implemented in the case of bureaucratic set up. In the ‘jurisdictional area’ concept, the limits are laid not only in a defined geographically area but are also
properly prescribed in respect of powers and functions. The authority to assign the duties is distributed through different levels as set of rules and all the regular activities are assigned as official duties, which are fulfilled continuously by qualified individuals.

Under the ‘**institutional governance**’ concept of bureaucracy, the utilization of hierarchical subordination i.e. higher-level offices or officers supervising lower level officers or offices in all bureaucratic structures, is commonly seen. All ‘positions’ within a bureaucratic organization have to follow a specific set of general rules and taking on a position or office signifies an assumption of a specific duty necessary for the organization. The personal possessions of individuals or their group are kept separate from the assets or monies of the agency or the enterprise and officials are expected to contribute their full working capacity to the organization. The populations working within a bureaucracy are usually trained in the appropriate field of **specialization** required by the concerned organization. This concept is, therefore, distinct from historical working relationship concept in which a worker serves a specific ruler and not an institution.

The aforesaid hierarchical nature of bureaucracy is **flexible** in as much as it permits individuals to attain any given level in the hierarchy by virtue of his **performance or selection** and allows employees to demonstrate achieved social status. When an office holder is **elected**, instead of appointed, person is no longer a purely bureaucratic figure. He derives his power ‘from below’ instead of ‘from above.’ However when an office holder is **appointed**, it is vice versa. When a high-ranking officer selects or appoints officials, they are more likely to be chosen for reasons related to the benefit of the superior than the competency of the new hire. It is said that when high-skilled employees are necessarily required for the bureaucracy and also when public opinion shapes decision-making processes, **competent** officers are more likely to be selected and their services are utilized for specific purposes, in addition to their normal ones. According to Weber, if ‘**tenure for life**’ is legally guaranteed, an office is
perceived to be less prestigious than a position that can be replaced at any time and in case this right somehow develops, there is a decrease in career opportunities for ambitious new hires and overall technical efficiency becomes less guaranteed.

In bureaucracy, salaries are provided to officials. The amount is determined rationally on the basis of rank and helps to signify the desirability of a position. Since bureaucracy requires sustained revenues for its own maintenance also, they are collected through machinery from taxation or private profits. A money economy is the most rational way to ensure its continued existence. Weber argued that the development of a ‘money economy’ is the “normal precondition for the unchanged survival, if not the establishment, of pure bureaucratic administrations”. Bureaucratic positions also exist as part of stable career tracks that reward office-holders for seniority. It is said that when officials in a bureaucracy develop a property right to their office, they attempt at exploitation by superior means the abandonment of bureaucratic principles. Besides the monitory support, providing a status incentive to inferior officers also helps them to maintain self-respect and encourage them to fully participate in hierarchical frameworks for attaining the organizational goals. In short, bureaucracy is the application of rational-legal authority to the organization. Through the application of rationality, bureaucracy is said to be the most technically efficient form of organization. Charles Perrow, went one step ahead of this and argued that all organizations can be understood in terms of bureaucracy and that organizational failures are more often a result of insufficient application of bureaucratic principals than otherwise.

Critics of Weber’s theory, like Michel Crozier opined that bureaucracy is flawed; because hierarchy causes officers to engage in selfish power struggles that damage the efficiency of the organization. On the other hand, many believe that all these shortcomings in bureaucracy are in the application and control of its principles and not in the concept as such. However, it has been recognized that Weber’s concepts are a set of guidelines that make up bureaucracy,
which today many believe is the best way to run organizations in all aspects. In this perspective, it can be readily inferred that individuals composing the formal organization, like the one selected for study, shall have different organizational behavior than their counterparts in the informal organizations.

Organizational Behavior Theories (OBT) on the other hand, study the application of managerial skills and knowledge to people in the organization for the purpose of investigating individual and group behavior; as the individuals composing them behave differently at different levels on account of various factors like size and scale, goal, mission, skills and the psychological factors etc. Douglas McGregor, a management consultant, proposed two, near to the opposite of each other, theories about human nature. His first theory was "Theory X", which is pessimistic and negative; and according to it, it is how managers traditionally perceive their workers. However in order to replace that theory, he gave "Theory Y" which takes a more modern and positive approach believing that managers could achieve more if they start perceiving their employees as self-energized, committed, responsible and creative beings. Theory Y, in fact challenged the traditional theorists to adopt a developmental approach to their employees. His book, ‘The Human Side of Enterprise’, has become a foundation for the modern view of employees at work.

In this paradigm of organization, individual and organizational behavior, it is imperative to understand the intricacies and nuances of the human behavior, its role and implications in any organization in general and in a formal bureaucratic organization in particular, in so far as the living component present there is concerned. Once the selected variables are studied in right perspective, it would be easier and fruitful to evaluate their impact and to implement their favorable aspects in the desired manner for the purpose of achieving the organizational goals and individuals’ satisfaction. It would be in the fitness of things to admit that in the non-living edifice of the organization, the aforesaid vital living component i.e. the human resource, infuse the dynamism which makes it resemble or render it the semblances of an ecosphere.
Organizational Behavior:

Various concepts and models in the field of organizational behavior attempt to identify the human behavior of individuals in order to examine, modify, if required, their attitude scientifically for the purpose of promoting their skills so that all of them can act more effectively. Therefore, study of organizational behavior is a scientific discipline where the knowledge and models are practically applied to workers, groups and organizational structure that provide tools for studying improved behavior and dynamics of relationship. The field of organizational behavior also provides various systems and models for different inter personal relations which ultimately lead to the development of national or international relationships, as are applicable to organizations to a given extent.

Organizational behavior scientists look for distinctive indicators of individual as well as groups’ behavior in any organization; as indicators have a root cause that lead to the perceptible symptomatic effect, as observed in individual’s behavior. They evaluate the symptom and cause of human behavior so that if the observed behavior is good, they can establish the norms of behavior. On the other hand if the observed behavior is not found conducive to achieve the organizational objective, then suitable alternative model can be applied to channelize individual behavior towards an appropriate organizational culture and value system.

Organizations tend to develop and adopt, consciously or unconsciously, certain dos and don’ts to maintain their individuality and continuity for the purpose of attaining its goals, within the said framework of organizational mission, called its culture, an important aspect of organizational behavior and as a concept, it is useful in understanding how organizations functions. It answers the questions as to how and as to what is done in an organization by its members. It is equated to the glue that holds organization together and it is game in itself and not just one aspect of the game. It can play a vital role in shaping the employees’ behavioral expectations, norms and acts as a system of social
control which influences employees’ attitudes and behavior. It helps in determining the success or failure of mergers and acquisition of organizations, as and when the occasion demands. It can influence personal and professional goal setting, perform tasks and administer resources to achieve their objective. The values and beliefs that an organization cherish, answer the question as to what is most important to the founders or the organization leader; as they are responsible for the organization and as such would prefer to reinforce the core value and beliefs through their own behavior. These values and latent beliefs point towards the culture of the organization.

Therefore, psychologists and behavioral scientists are concerned with the overall psyche and behavior of individuals, their groups, belonging to a larger universe. Organizational behavioral scientists keep their attention focused on management, development and control over that live component which is popularly called the ‘Human Resource’, the legion asset, possessed by an organization. There is a great diversity in human behavior. This is primarily because of different doses of heredity and environment received and experienced by the individuals through different stages of development in their life, till they shape their personality. Behavioral scientists also agree that ‘Personality’ is the sum total of those inner psychological characteristics that determine and reflect how a person responds to his or her environment. They also recognize the fact that individuals have different and distinct personality which though is consistent, enduring yet changeable.

During the course of growth and development of personality and the behavior, man selects, organizes and interprets various stimuli into a meaningful and coherent picture of the world for the purpose of satisfying his needs and wants. Once an individual’s perceptions process starts gaining grounds, they get reinforced by learning processes, either behaviorally or cognitively. It is a well acknowledged fact that learning is a continuous process which evolves as a consequence of a number of components like, acquired knowledge, experience, motivation, cues, response and reinforcement. It is this phenomenon of learning
which paves the way for the development of culture, sub culture, attitudes, personality, and certain values amongst the individuals which are finally reflected in the behavior of the individual for the purpose of achieving the **mission and goal** of the organization.

It is also a widely acknowledged fact that workers have different behavior and attitude. **Attitude** is also a learnt predisposition to behave in a consistently favorable or unfavorable way with respect to a given object or situations. Although **behavior** may result from attitude yet attitudes are **not synonymous** with behavior. Attitudes can also be manipulated or changed by means of different strategies like; changing the individual’s basic motivational function, by associating the function with some admired group or individual, by changing beliefs and resolving the conflicting attitudes etc. A genesis of the above would thus reveal that human behavior is the net result of **first**, a series of internal factors right from perception to learning, motivation, attitudes, communication, culture, beliefs, values and decision making etc. and **second**, the environmental changes one has undergone.

Members of an organization, with their distinct personality, **interact** with each other individually or in a group quite frequently for an infinite number of reasons; as they are motivated by expectations of satisfying their specific individual **needs** or their organizational needs and commands. Different members of an organization may have different needs of different kinds, varying from physical to physiological or psychological and spiritual in nature, at different times and as such they tend to set their goals or objectives for satisfying all such needs. Therefore, they strive hard to achieve the **goals**, the sought after results of motivated behavior induced by positive or negative motivation. This **motivation**, is the driving force within the members of an organization which induces in them a state of tension by virtue of which their **cognitive behavior**, consciously or un-consciously, impels them to act for the fulfillment of their unfulfilled objectives or goals set by them or projected by their organization. Once the need for this fulfillment of objective is satisfied,
they feel relieved of tension or stress they had in their minds for sometime; because new needs may emerge on the fulfillment of old ones. It is, therefore, clear that organizational behavior of an individual is affected by different internal and external factors.

**Stress - A Concept:**

In the present study the emphasis has been laid on the role of one such selected internal factor i.e. ‘stress’ which affects another variable, the ‘organizational commitment’ of the individual and the impact of their consequential combined effect on the working of a bureaucratic Government organization. Stress is said to be on increase as a result of today’s life style. It is not the case that there used to be no stress in the earlier periods, but its manifestation was generally not perceptible to the larger part of the society. Certain states of mind having semblances of stress can be seen in ancient texts also in the form of Dukha (Pain), Klesha (Affliction), Kama (desires), Atam and Ashambara (self and ego), etc.

The word ‘Stress’ is said to have been derived from the Latin word “Stinere” which means - drawing or pulling tight and as concept, it came from the world of medicine and physiology by Canoon research in connection with physiological responses to stress. Later on in the second half of the twentieth century, scholars from different branches of science examined the consequences of stress in clinical and social psychology researches. The word ‘stress’ has assumed greater significance for organizations at individual level as well as at the organizational level in the last two decades. It is interesting to note that ‘stress’ has been defined in variety of ways and each of the definition appears to be assigning a true meaning relevant to the concerned stream itself. This fact can be well understood in the words of Hans Selye, a man known for the identification of stress, who when attempted to extrapolate his animal studies to humans, to make the people understand what he meant by stress, preferred to redefine stress as “the rate of wear and tear on the body” which was almost
analogous to biological aging process. It is said that when he was asked in his later years to define stress, he told reporters, “Everyone knows what stress is, but nobody really knows.” Stress arises from either a lack of assessment or an incorrect appraisal of persons and environment, leading to unreasonable expectations and disappointment after a series of complex physiological and psychological changes. Whereas the physiological processes influence the health of the individual through different various hormonal or enzymatic imbalances etc., the psychological processes influence health through four types of closely interrelated mechanisms - emotional, cognitive, behavioral and psychological.

What causes stress in one person may be of little concern to another. Some people are better equipped to handle stress than others. Stress is the body's reaction to harmful situations whether they are real or perceived. When one feel threatened, a chemical reaction occurs in his body that allows him to act in a way to prevent injury. This reaction is known as "fight-or-flight" or body’s response to stress. Therefore, stress is not a physical entity which can be distinguished, measured or modified physically. It is rather a manifestation, preceded by series of physical and chemical changes, before it can be observed. The observation can be made physically in non-living things, but clinically it can be observed by means of the behavioral changes in the living things. There appears to be some relationship between effects of stress and some other internal factors.

Different researchers have tried extensively to identify major stressors in their own ways and taking a collective view, by and large all such stressors, as have been identified so far, can be broadly categorized or said to be associated with; organization, organizational culture and organizational practices, job and job characteristics, employee’s relationships and personal characteristics. Since this study is concerned with stress at work place or job stress, also called occupational stress in the broader sense of the term, the focus here is, therefore, to this aspect only. It is not that job stress is different from word stress construed in the common parlance; rather its symptoms, causes, effects are same
Researchers tried to classify job stressors broadly in six categories viz. physical environment, role stressors, organizational structure and job characteristics, relationships with others, career development and work-family conflict.

Symptomatically stress has been found to affect all aspects of one’s life, including his emotions, behaviors, thinking ability, and physical health and as such no part of the body or practically nobody appears to be immune to it. Concern about the impact of stress on people has its roots in medicine and specifically in pioneering work of Hans Selye. Stress was first studied in terms of Selye’s General Adaptation Syndrome (GAS) – a three phase response to a stressor that begins with an alarm, continues with resistance, and may terminate with exhaustion. Initially the attention was focused on the physiological dimensions of stress mainly, but now the psychological and behavioral dimensions are being considered equally important.

Clinically, physical symptoms of stress may include: low energy, headaches upset stomach, including diarrhea, constipation, and nausea, aches, pains, and tense muscles, chest pain and rapid heartbeat, insomnia, frequent colds and infections, loss of sexual desire and/or ability, nervousness and shaking, ringing in the ear, cold or sweaty hands and feet, dry mouth and difficulty swallowing, clenched jaw and grinding teeth etc.

Psychologically, emotional symptoms of stress may include: becoming easily agitated, frustrated, and moody, feeling overwhelmed, like are losing control or need to take control, having difficulty in relaxing and quieting mind, feeling bad about oneself (low self-esteem), lonely, worthless, and depressed, avoiding others etc. Cognitive symptoms of stress include: constant worrying, racing thoughts, forgetfulness and disorganization, inability to focus, poor judgment, being pessimistic or seeing only the negative side etc.

Observable, behavioral symptoms of stress may include: changes in appetite, either not eating or eating too much, procrastinating and avoiding
responsibilities, increased use of alcohol, drugs, or cigarettes, exhibiting more nervous behaviors, such as nail biting, fidgeting, and pacing etc.

It is said that during the **response of the body** to these internal (endogenous) or external (exogenous) **stimuli** or the so called stressors, heart begins to race, breathing quickens, muscles tighten, and blood pressure rises as a consequence of different chemical and biological reactions set in motion by the stress and the inbuilt automatically controlled defence mechanism present in the body attempts for protecting the individual. Whereas human bodies can handle small doses of stress or short term stress, they are not equipped to handle long-term, chronic stress without ill consequences. Depending upon its **period** of affect, stress can affect: instantly (acute stress) and over time (chronic stress).

**Acute stress** (Instant) is the body's instant response to any situation that seems demanding or dangerous and stress level depends on the intensity of the stressor, its duration i.e. how long it lasts, and the manner of its control i.e. how one cope with the situation. Mostly body recovers quickly from acute stress but stress can cause problems in its aftermath, if it happens too often or if body doesn't have a chance to recover quickly. In people with heart problems, acute stress can trigger an abnormal heartbeat (arrhythmia) or even a cardiac infraction. Short-term stress is a normal phenomenon.

**Chronic stress** (Over time) is caused by stressful situations or events that last over a longer period of time. This could be due to the fact that difficult job or situation remaining unresolved or indisposed in the mind of the individual for long or may be due to the fact that individual finds the stressor beyond his control and submits unwillingly to it, as dealing with a chronic disease. If one has already a health problem, stress can make it worse. Over time, chronic stress can lead to severe personal health problems like, diabetes, or arthritis; **emotional problems like**, anger one can't express, depression, grief, guilt, or low self-esteem and can affect one’s immune system besides the circulatory
system, muscular system, gastro-intestinal organs, urino-genital system and the vital cerebral organs.

Stress also affects one’s **thoughts and emotions**. Its signs can be noticed from the way one thinks, acts, and feels, for example, one may feel cranky, frustrated and unable to deal with even small problems; jumpy or tired all the time and may find it hard to focus on tasks. One may also worry too much about some petty things, feels that he is missing out on things because he can't act quickly and sometimes imagine that bad things are happening or about to happen. In a nutshell it can be said that feeling stressed is a behavioral process of the concerned individual which has its **origin in the mind** itself.

In so far as role of stress in individual’s behavior for discharging his **duties or jobs** in the organization is concerned, it is associated with **impaired individual functioning** in the workplace. It, being of negative in nature, its **effects** include reduced efficiency, decreased capacity to perform, dampened initiative and reduced interest in working, increased rigidity of thought, a lack of concern for the organization and colleagues, and a loss of sense of responsibility ultimately leading to a stage of **burnout**- a phenomenon that may express itself differently at different places, and may affect employees differently in different working condition and is another increasingly important phenomenon in the world and particularly in Asian countries. Studies on the antecedents of stress and effects of burnout in different contexts, have contributed to deeper understanding of the phenomenon as a whole and the ways and means to **minimize its negative effects** on employees’ productivity, satisfaction, and lastly, the commitment to stay in their organization.

Stress is, therefore, a **dynamic in nature**, in which an individual is confronted with an opportunity, constraint, or demand related to what he or she desires and for which the outcome is perceived to be both: uncertain and important. Since **organizational life** is stressful, an individual may undergo aforesaid symptomatic biological, psychological and behavioral changes on account of
stress experienced by him. Stress does not come from heaven or hell, rather it comes from within, and that is either from individual or from the organization. It is additive in nature. Not being a physical entity, its consequences are serious and perceptible cognitively, physiologically, organizationally and behaviorally, as already said. It also follows from the foregoing that if stress can be perceived, observed or diagnosed, it can thus be managed individually or collectively at different levels of the organization and the individual, by means of recognized practices.

**Job Stress:**

Work is one of the main causes of stress in life and the job. Job performance also involves, besides other things, impact or effect of stress from different sources and each of such sources is distinguished from other by giving it different name coined after such source. A job can be simple or hazardous and its performance depends upon large number of visible or invisible things; within the organization, adjacent to the individual, in the immediate surroundings or a remote area from the individual. One may be doing duties assigned to others or on behalf of others and unable to deliver the goods in time because of work load or number of roles one is performing. Sometimes the demands of or commands for such roles or performances can be contradictory, unclear and at other times not well defined or segregated. There are chances that he or she may be experiencing strain due to pressure from outside the organization or from his or her counterparts showing better performance and results. It is also possible that his work conditions or timings or groupings, training level, status are not compatible with his her job requirements. The salary or wages, welfare measures may or may not be in consonance with his needs or requirements. The standards or norms for the quantity or quality of work laid by the management may not be matching during the ordinary course of business or discharge of duties. Besides the pecuniary recompense, there may be some specific undefined needs of the individual which need to be recognized and met with by the management. Therefore, besides a host of demographic
factors there are innumerable factors at work place which has the potential to affect the individual physically or psychologically. It is also a fact that there is some relationship among them as well as the net affect they exert on others, individually or in combination.

Cartwright and Cooper have divided job stressors into three main categories namely, at individual level, at job level and at the organizational level. The so-called job stressors, affecting today’s employees of an organization, are broadly categorized on the basis of their location as extra-organizational and organizational and on the basis of their influence on the persons, can be further categorized as group stressors and the individual stressors & dispositions. The extraordinary socio-economic and technical changes, the changes in family set up, re-positioning or re-location of residential premises, shifting communities, race and class, come under the category of extra-organizational stressors whereas organizational stressors, individual as well as group stressors, have their roots in organizational structure and design, administrative policies and strategies, organizational processes and working conditions, lack of group cohesiveness and lack of social support and come under group stressors. In combination or singly, the so called stressors exert tremendous amount of influence upon today’s jobholder at every level and in every type of organization.

The first perceptible effect of stress on the persons of an organization is the fluctuation in their job performance levels. Performance is strongly affected at workplace due to stress; as it has been found that performance usually drops off sharply when stress rises to high levels; because with this increase, events like late reporting, absenteeism, dissatisfaction, frustration or burnout etc crop up leading to decline in attachment or feeling of oneness with the aims and objectives of the organization or commitment.

Organizational Commitment:
Managers or leaders could not understand whether or not and the levels to which their people were attached or committed to their organizations until 1990. It was realized that there were marked difference amongst the members of organizations in the performance and devotion or commitment to jobs. John Meyer responded to the situation by proposing a model of ‘organizational commitment change’ by including a behavioral commitment scale: resistance, passive resistance, compliance, cooperation, and championing in his existing 3-component model.

Therefore, like job stress, another behavioral construct, providing useful information about planning, organizing, assessing performance and reducing absenteeism amongst the workers in an organization, is the organizational commitment, which is another important variable of interest for researchers and practitioners. In other words strong correlation between stress and performance, stress and satisfaction, stress and overall health and finally stress and commitment of people in an organization have been reported by different researchers. Precisely, if they are happy, healthy, and satisfied with their working in their organization and are able to achieve their targets, employees can be said to be committed to their work or the organization.

Organizational commitment is the individual's psychological attachment to the organization with which he or she is attached. It is a sort of invisible bond between an individual and the organization. The individuals commit to the organization for a variety of reasons. A large number of studies have been conducted on various aspects of the organizational commitment. The very basis of these studies was to find ways and means to identify and improve the workers feel about their jobs so that they can be remodeled to make them more committed to their organizations also. This commitment predicts work variables like turnover, organizational behavior, and job performance. Factors like role stress, empowerment, leadership, job insecurity and employability etc. have been shown to be connected to a worker's sense of organizational commitment. It has been found that organizational commitment protects the
individual from negative outcomes experienced at work; either because those individuals who are committed to the organization have connected more closely to other individuals at work or because they have found meaning of their work. However, there are few and consistent personality traits along with several significant and consistent job conditions, work settings, and other organizational correlates, which are inter related.

Organizational scientists have defined organizational commitment in their own ways and have also developed numerous scales to measure it. The development of Meyer and Allen's ‘Three Component Model’ (TCM) of commitment was an attempt to integrate various definitions of commitment. Their model has been subjected to a lot of criticism because it has not so well defined purpose and its inconsistency with empirical findings. This three component model (TCM) of commitment is said to have been created to argue that commitment embodies in itself three different components that correspond with different psychological states of individual's mind. The purpose of this model is stated and acknowledged to be an aid in the interpretation of existing research and to serve as a framework for future research. Their study indicated that following three "mind sets" can characterize an employee's commitment to the organization:

**Affective Commitment (AC):**

This model defines affective commitment as the employee's positive emotional attachment to the organization, pegged as the “desire” component of commitment. An employee, who is strongly and affectively committed to his or her organization, identifies him or herself with the goals of the organization and desires to remain a part of the organization; as he or she "wants to be". This commitment can be influenced by different demographic characteristics like age, tenure, sex, and education but their influences are neither strong nor consistent. The drawback of these characteristics is that they can be seen but cannot be clearly defined. Similarly different job stressors and job constructs have varying impact on this component of commitment. Allen and Meyer (1993)
argued that “positive relationships between tenure and commitment may be due to tenure-related differences in job status and quality. Any factor that enhances this affective component of commitment ensures better ties between the employees and the organization and as such employees shall produce better results as are in the interests of the organization as well as their own. Therefore, there will be win-win situation for all concerned. Their innate desire to have identity with the name of their organization shall reflect their attitude towards their organization. This phenomenon can’t be initiated unilaterally; rather requires best efforts on the part of both. The organization should have all those things which any employee with reasonable prudence expects from it. Similarly the organization would expect reciprocation and contribution from such employees for the achievement of its goals and objectives.

**Continuance Commitment (CC):**

This component is stated to be the “need” component or the gains verses losses of working in an organization and “side bets,” or investments, are the gains and losses that may occur, should an individual stay or leave this organization. An individual may commit to the organization because he/she perceives a ‘high cost’ of losing organizational membership Things like economic costs like pension accruals and social costs like friendship ties with co-workers would be costs of losing organizational membership. But an individual doesn’t find the positive costs as enough to stay with an organization. They also take into account the availability of alternatives like another organization, disruption in personal relationships, and other “side bets” that would be incurred from leaving their parent organization. Since continuance commitment is a psychological state of mind where employees weigh all the pros and cons of remaining or continue to be a part of the organization or to leaving it. In both of the states of mind it is his or her own interest which is predominant. The employees shall continue there, in spite of number of odds there, as long as he or she is compelled by his or her surrounding circumstances. It is because of his
or her needs that he or she continues working despite of severity of various job stress dimensions at work place.

**Normative Commitment (NC):**

As per this last component, the individuals commit to and remain with an organization because of feelings of **obligation**. These feelings may derive from stress or strain on an individual’s mind before and after joining an organization e.g. the organization may have invested resources in training an employee who then feels a 'moral obligation' to put forth effort on the job and stay with the organization to ‘**repay the debt**.' It may also reflect an internalized norm, developed before the person joins the organization through family or other socialization processes, that one should be loyal to one's organization. The employee stays with the organization because he/she "**ought to**". In other words it can be equated with repayment of dues whether taken directly or assumed to have taken under one obligation or the other. This component is also a psychological state of mind in which he or she feels personally indebted to the organization and any discharge of duties there symbolically unburden his or her conscientious overloads.

It is said that Allen and Meyer based their research in this area more on theoretical evidence rather than empirical and this explains the lack of depth in their study, as compared to the others. However, three psychologists, **Omar Solinger, Woody Olffen, and Robert Roe**, were critical of this model (TCM). They questioned as to what this model was trying to achieve. The trio, used a later model by Alice Eagly and Shelly Chaiken, the Attitude-Behavior Model (ABM), (2004), and held that three component model (TCM) combines different attitude phenomena and is a model for predicting turnover or in other words, their model describes **as to why** people should stay with the organization; whether it is because they **want to or need to, or ought to be**. Admittedly, the three component model (TCM) is a good way to predict turnover, these psychologists do not subscribe to the view that it should be the general model.
because. However still this three-component conceptual model by Allen & Meyer has been regarded as the leading model for organizational commitment; as one finds three aspects of earlier commitment researches at one place, but as already said, the model is not consistent with empirical findings. The model appears to mix together an attitude toward a target, the organization, with an attitude toward a behavior i.e. of leaving or staying. It becomes clear from the foregoing that affective commitment equals an attitude toward a target, while continuance and normative commitment are representing different concepts referring to anticipated behavioral outcomes, specifically staying or leaving.

The attitude-behavioral model (ABM) can explain some things that would seem contradictory in the three component model (TCM). Attitude toward an organization is obviously applicable to a wider range of behaviors than a simple attitude toward a specific behavior i.e. staying. Affective commitment has stronger associations with relevant behavior and a wider range of behaviors, compared to normative and continuance commitment. In the follow up, Sollinger, Olffen, and Roe then believed that Eagly and Chaiken's attitude-behavior model from 1993, would be a good alternative model, as a general organizational commitment predictor; because of its approach at organizational commitment as a singular construct and would help predicting various behaviors beyond turnover.

**Job Satisfaction - A Determinant Of Commitment:**

There are some factors which affect the job commitment of an individual. The first important amongst them is the job satisfaction. Job satisfaction has been found to be an important area of research because one of the top reasons individuals give for leaving a job is dissatisfaction. Researchers have examined job satisfaction for the past several decades and define job satisfaction as the extent to which employees like their work. They endeavored to find out the dimensions of job satisfaction, antecedents of job satisfaction, and the relationship between satisfaction and commitment. Job satisfaction has also
been examined under various demographic variables of gender, age, race, education, work experience; side bets, salary, welfare measures, other pecuniary benefits and organizational attributes like, culture, time schedule, work load, feeling of inequality, and lack of supervisory support, job stress, and job commitment.

Most of the researches on job satisfaction have aimed towards the person-environment fit paradigm. Job satisfaction has been found to be directly and positively influencing affective and normative commitment and negatively influencing continuance commitment. The five variables in industry employees’ fit to the organizational culture concept, namely; the satisfaction with pay, satisfaction with working conditions, satisfaction with supervision, organizational commitment, and Job stress, had been found correlated to employees turnover intentions also, Ramesh Kumar et al (2012). On the other hand Nasir et al (1996) found a positive relationship between job satisfaction and organizational commitment. Greater job satisfaction is said to have contributed significantly towards an increase in organizational commitment, Nagal et al, (2012)

Empirical studies in respect of job satisfaction and organizational commitment and their integration with social sciences’ literature have been a matter not only for international management science literature but also for national management science literature. Job satisfaction can be defined as positive feelings that employees have towards their jobs or satisfaction and loyalty that employees have towards their jobs. Job satisfaction is an employee’s general attitude towards his job or the importance an employee attaches there with and different relationships have been found by different researchers between job satisfaction and other demographic variables or side bets.

According to Meyer et al. (2002), job satisfaction is determinative of organizational commitment. The main difference between organizational commitment and job satisfaction is that while organizational commitment can be
defined as the **emotional responses** which an employee has towards his **organization**; job satisfaction is the **response** that an employee has towards any **job**. It is considered that these two variables are **highly interrelated**. In other words, while an employee has positive feelings towards the organization, its values and objectives, it is possible for him to be unsatisfied with the job he has in the organization. Role Stress, empowerment and distribution of leadership are the other important factors influencing or impacting job commitment or satisfaction.

Dysfunctions in role related performances have been associated with a large number of consequences, almost always negative, which affect the well being of workers and functioning of organizations. An individual's experience of receiving incompatible or conflicting requests or **role conflict**; the lack of enough information to carry out his/her job or **role ambiguity**; doing others’ jobs or **role overload**, are causes of role related stress which diminishes job satisfaction and consequently decreasing worker's performance which increases probability of the workers exit from the organization. They are supposedly determining factors of workers' job satisfaction and organizational commitment. There are situations or nature of jobs where certain job stressors have apparently no place for affecting job satisfaction or organizational commitment e.g. **role ambiguity and role conflict** and as such might not be significant stressors in disciplined forces having military type of setting with a well-structured chain of command and clearly defined job tasks.

It has also been found that once the effects of job satisfaction were **controlled**, role conflict was not a significant concern of the majority of the departments which had adopted written policies in important issues, Yusuf (2002). Findings also indicated that **Public organizations**, having rigid formal structure, had a very satisfied and committed workforce and the impact of work stress on job satisfaction and organizational commitment was limited. However, job satisfaction and organizational commitment did not guarantee the achievement of low level of work stress, Bytyqi, et al. (2010)
Empowerment at the workplace has been differently defined like, 'energizing followers through leadership, enhancing self efficacy by reducing powerlessness and increasing intrinsic task motivation', by different authors. However, from psychological point of view, empowerment has been described as 'a process of intrinsic motivation, perceived control, competence, and energizing towards achieving goals.' There are two prominent concepts of empowerment, the first is ‘Structural Empowerment’, which comes from the Organizational/Management Theory which is described as the ability to get things done and to mobilize resources and the second is ‘Psychological Empowerment’ which comes from Social Psychological models and is described as psychological perceptions/attitudes of employees about their work and their organizational roles.

A study done by Ahmad et al. (2010), found support for the relationship between empowerment and job satisfaction and job commitment. The study looked at nurses working in England and nurses working in Malaysia. Taking cultural context into consideration, the study still showed a positive correlation between empowerment and job satisfaction/commitment.

Job insecurity was found to be negatively correlated with job satisfaction and affective organizational commitment in permanent workers. The study also found that job satisfaction and organizational commitment were highly correlated in the case of permanent worker. A study conducted by De Cuyper et al (2009) also found that workers who were on fixed-term contracts or considered "temporary workers" reported higher levels of job insecurity than permanent workers.

Previously it was believed about job satisfaction and commitment among teachers that they were negatively correlated with absenteeism and turnover and positively correlated with job effort and job performance. However, a study conducted by Hulpia et al. (2009) regarding the impact of the distribution of leadership, leadership support among teachers and how that affected job
satisfaction and commitment, it was found that there was a strong relationship between organizational commitment and the cohesion of the leadership team and the amount of leadership support. This study examined how one leader, a principal in this case, effected the job satisfaction and commitment of teachers. The study found that when leadership was distributed by the 'leader' out to the teachers as well, workers reported higher job satisfaction and organizational commitment than when most of the leadership concentrated with one person, even when it was only the perception of distributed leadership roles; workers still reported high levels of job satisfaction/commitment. Different scientists have given different guidelines or rules for the purpose of enhancing the organizational commitment.

It has also been observed that when employees are satisfied with their jobs and feels themselves committed to their organization, they feel as if the organization and its members have reposed faith or trust in them. The trust dimension refers to the trust that exists between employees and their managers and among the employees themselves which enable them for free discussion in an open-minded environment. Last but not the least, social cohesion acts as one of the dimensions referred to the substance of the inter-relationships among the organization’s member, and to the extent this inter-relationship is featured by a sense of cooperation.
**Decision Making:**

To sum up, it would be fair to conclude that whether it is stress or satisfaction or the commitment, it is the outcome of a complex decision making process going in the mind of the individual alone which is exhibited to the outside world in the form of his behavior in the organization, by virtue of which he can be said to be under stress or excitement, satisfied or committed or otherwise. It is the individual’s own disposition whose outcome is assayed by psychologists, behavioral scientists and the management consultants in their own manner and style to determine his actual state of mind at a given time. Since this decision making process is a complex psychological process, duly influenced by a large number of other internal and external factors, it is not possible to forecast a uniformly constant behavior of the individual under a given set of conditions all the times, Duhan, (2005). Had it been the case, management scientists would have devised ways and means to keep total and complete control over the behavior of the individuals working in the organizations. At the same time, it is not the case that human behavior can’t be modified or controlled to any extent. Management or behavioral scientists have succeeded in developing different behavioral models and code of conduct to monitor and to keep under control the undesirable behavior, so that the desirable behavior in future can be promoted in the minds of the individual or their groups. Keeping in view the diversity of humans and their behaviors, different scientists have devised and prescribed various models of behavior for the purpose of assisting the management consultants in aligning these findings to their organizational needs and mission.

A large number of job stressors have been identified by different researchers under different conditions. Similarly, different ways and means have also been identified to enhance the job satisfaction and ultimately the commitment of workers to their organization and the jobs. Once the members of an organization are enabled to fight out the negative aspects of stress, by ensuring the minimization of job stressors at work places, members feel themselves as more
satisfied with their jobs and committed to their organization, and it paves the way for striking a useful and purposeful equilibrium therein so that members can be trained and assured so that they may feel themselves as fit for their organization, organizational environment and the job, ensuring thereby better levels of organizational commitment, in so far as the effect of job stressors are concerned.

It can, therefore, be observed from the foregoing that the internal factors are more complex than the external factors for the reason that unlike their counterparts, they are perceptible only as a result of a processes or series of processes and because of so much diversity in their subjects, uniformity akin to the non living component, can be easily ruled out. For the purpose of studying the impact of aforesaid two behavioral factors on different hierarchical levels of the selected government department, researcher had to understand the concept of indirect taxation in the form of central excise, customs duties and the service tax, their development, administrative and hierarchical set up for their collection, controls, statutes, practices, procedures and processes. The relevant target segment of population for the study was also suitably identified. All the relevant materials in all available forms were gathered and studied to define the problem etc. in this backdrop.

Kar, Lagaan or Tax-A Concept:

Kar, Lagaan, Mehsool etc. are the synonyms of the English term Tax which comes within the power and competence of the sovereign, to impose or levy them in one form or the other, on whatever events, activities or possessions it wishes to consider. For an easy comprehensive definition of the term ‘TAX’, one has to refer to Indian Taxation Inquiry Committee report which says, “Taxes are compulsory contributions made by the member of a community to the Governing body of the same, towards the common expenditure, without any guarantee of a definite measured service in return”. Besides the sovereign
power to impose the tax, another pre-requisite for the taxation system is an efficient mechanism and machinery for the purpose of collection of taxes.

The Indirect Taxes:

Since large numbers of indirect taxes, known by different names, are collected by the central as well as state governments, the present study has been confined to the taxes collected by the Central Excise, Customs and Service Tax department. Customs duties are chargeable on the goods and baggage imported into or exported out of India, Central Excise duty is chargeable on the goods produced or manufactured within the territory of India at such rates as set forth in the respective Tariff Acts. Service tax is another indirect tax to be paid usually by a service provider, but in certain case even by the consumer, under reverse charge method, for providing services within India or from other countries, in any part of India. These indirect taxes constitute a major source of revenue for the Government in India.

The aforesaid duties and taxes are levied and collected by the Central Government on the taxable events mentioned above and are accounted for separately. They are collected by the Central Excise Department; but popularly and commonly known by the name of predominance of the tax collected in the area like, Excise Department (where major chunk of tax collected is from central excise duties) or Customs Department (where major chunk of tax collected is from customs duties). Also, there are no hard and fast rules for the complete segregation of cadres of officers, at different hierarchical levels, deployed for the collection of three types of duties/taxes. All officers, as a matter of administrative policy, convenience and conventions, keep on changing from Customs to Excise & Service Tax side or vice versa after some interval of time or as the exigency demands.

The first known Act pertaining to these indirect taxes was Sea Customs Act, 1878 in India embodying, at a single place, a large number of duties/taxes collected in one name or the other for imports and exports. There used to be
collected **Aabkar or excise duty** on the production, sale and manufacture of certain goods like spirits, liquor, opium, tobacco, tea, coffee, dyes and chemicals, salt, textiles etc. The Central Excise duties were earlier collected by the respective provincial governments up to 1924. But since 1924, after the creation of **Central Board of Revenue**, this duty was collected by the Central Government. **Mr. C. H. Masterman** was the first **Collector of Central Excise** of the Indian Province who joined on 12.4.1924 at Madras.

**The Central Excise Department:**

It came in existence only in the year **1938** as an appendage of the salt department and came to be known as **Central Excise and Salt Revenue Department**. The duty on salt was the oldest of taxes on indigenous commodities. A bill was introduced in the Central Legislature on 10\(^{th}\) Nov., 1943 which when passed became **Central Excises and Salt Act, 1944**. It came into effect on 24.2.1944 and this February, 24\(^{th}\) is being observed as Central Excise Day throughout the country.

**The Statutes:**

**The Central Excise Act:**

A tax on the goods manufactured or produced in British India started being collected under the **Central Excises and Salt Act, 1944**. (The words ‘and Salt’ were omitted w. e. f. 28.9.1996 by Section 69 of the Finance (No.2) Act, 1996 and now it is called Central Excise Act, 1944) and as such excise duty is a tax on the goods manufactured or produced in India

**The Customs Act:**

In order to consolidate and update the various provisions of the Sea Customs Act, 1878, the Parliament enacted on 13\(^{th}\) December, 1962, the **Customs Act**,
1962. This new Act takes care of all the legalities involved in the movements of the baggage, cargo and passengers to and from India by means of Air, Sea and Land frontiers. The country celebrates 26th, January as International Customs Day.

**The Finance Act:**

The Finance Act, 1994 provides for levy and collection of Service Tax on all services except those mentioned in the negative list, introduced in 2013; as no separate legislation by the name of this tax has been enacted so far.

**Organizational Set-Up:**

Both the taxes i.e. Direct Taxes and Indirect Taxes are under the charge of Ministry of Finance headed by **Union Finance Minister (FM)** and such number of Deputy Ministers or Ministers of State (MOS) for Finance as the size of the Government permits. At the Ministry level, Union Finance Minister with a Deputy Minister or **Minister of State (MOS)** for Finance, takes care of all the financial matters of the Union, which includes monetary as well as fiscal matters, through Secretary (**Finance**) and Secretary (**Revenue**) and Secretary (**Banking and Expenditure**). The Apex bodies for governmental and administrative control over administration in the case of direct tax or income tax is the **Central Board of Direct Taxes (CBDT)**, and for the aforesaid indirect taxes, Customs, Central Excise Duties & Service Tax, is the **Central Board of Excise and Customs (CBEC)**.

**The Board (CBEC):**

The Central Board of Excise and Customs has a **Chairman**, as its head, and **Five Members** of Special Secretary rank, viz. Member (**Central Excise**), Member (**Personnel & Vigilance**), Member (**Legal & Judicial**), Member (**Anti Smuggling/Service Tax**), Member (**Customs/Export promotion**). The Board functions as a single unit and charges have been distributed only for
administrative convenience and convention. The division of the country in zones or Commissionerates is for the purpose of collection of these taxes and is on the basis of both: geographical and functional.

The Zones & Commissionerates:

The country has been divided into 23 Zones for the Central Excise purposes and 11 Zones for Customs purposes. A Zone is headed by an officer of Chief Commissioner Rank. There are 105 Commissionerates, comprising of Divisions and Ranges for excise purposes. On the Customs side, though zones comprise of a number of Commissionerates yet except the Land Customs, the Commissionerates in customs have no further sub division into Divisions or Ranges.

Except in the major metropolitan cities, which have the Commissionerates exclusively looking after the Service Tax with an administrative set up similar to the Central Excise, the work pertaining to Service Tax is being looked after by the Central Excise Commissionerates. A formation or an administrative set up for each type of duty or tax is located at a place depending upon the predominance of tax collected there and as such it is not uncommon to find these three formations in the same city, as in the case of major metropolitan cities.
The Divisions & Ranges:

The Commissionerates have again been sub-divided, into **Divisions** headed by a **Deputy Commissioner/Assistant Commissioner**, (Level-1) Group-A, Executive (Gazetted) official, depending upon the geographical size and functional revenue targets. A number of **Ranges** have been grouped together to constitute a Division. The Range is controlled through a **Superintendent**, (Level-2) Group-B, Executive (Gazetted) official, **Inspector**, (Level-3) Group-B+, Executive (Non-Gazetted) official, to look after **sectors**, in which the Ranges have been further sub-divided and **Tax Assistant**, (Level-4) Group-C, Ministerial official, at Divisional level with **Havaldars** and **Sepoys** constituting the Group-D, officials. The work allocation is mostly on geographical basis.

In the Zones, Commissionerates, Ports, Airports, Directorates, Dispute Resolution Authorities etc., at Group-‘A’ level, there are, in **ascending order** of hierarchy, Assistant/Deputy Commissioners, Joint Commissioners, Additional Commissioners, and Commissioners, **Chief Commissioner**. The allocation and distribution of different Groups of officers at a station or a formation depends upon the quantum and nature of work handled there.

The Ports & Land Customs Stations:

On the Customs side, there are Ports (Sea-Ports and Airports) and Land Customs Stations which have been notified to be the Port of embarkation and disembarkation. There are officers **Deputy Commissioner/Assistant Commissioner**, (Level-1) Group-A, Executive (Gazetted) official, **Superintendent**, or **Appraiser** (Level-2) Group-B, Executive (Gazetted) official, **Inspector** or **Examiner** or **Preventive Officer** (Level-3) Group-B+, Executive (Non-Gazetted) official, and **Tax Assistant**, (Level-4) Group-C, Ministerial official, with **Havaldars** and **Sepoys** constituting the Group-D, officials.
The department has few **specialized agencies** commonly called the Directorates. The Director Generals of chief commissioner rank heads these specialized agencies like National Academy of Customs, Excise & Narcotics (NACEN), Revenue Intelligence, (DRI) Central Excise Intelligence Branch (CEIB) etc. There are five Directorates headed by an officer of Commissioner Rank also.

**The Appellate Authorities:**

Customs, Excise & Service Tax Appellate Tribunal (CESTAT), Joint Secretary (Revision Application), Settlement Commission, Authority for Advance Ruling and Commissioner (Appeals), as their name suggests, are the Dispute Resolution Authorities.

**The Ministerial Cadre:**

Besides the aforesaid Executive Cadre Officials, there are Ministerial Cadre Group-A officials; designated as Principal Chief Controller of Accounts, Chief Controller of Accounts, Chief Accounts Officer, Group-B officials; designated as Assistant Chief Accounts Officers/ Administrative Officers, Group-C officials; designated as Senior Tax Assistants, Tax Assistants and Group-D officials; designated as Daftry. This cadre mainly looks after the ministerial or secretarial duties such as Accounts, Administration, Office Management, from Board’s level to the Divisional level.

**Hierarchical Distribution of Work:**

The **Zonal offices**, by and large plan, organize and administratively control, through **Commissionerates**, their junior formations which have the major assignment of revenue collection. Being **supervisory controlling administrative authorities**, they are responsible for meeting the revenue as well as work targets.
The Division lies at the mid of the set-up of a Commissionerate, with the Ranges and the Sectors, wherever they are, which are administered and monitored by the Commissioner through it. Deputy Commissioner/ Assistant Commissioner heading a Division, is a Group-A, Executive (Gazetted Officer) or Level-1 officer, in this hierarchy who has been vested with all the executive powers for collection, determination, including classification, and adjudication of all the matters within his monetary limits prescribed in this regard. All the Circulars, Instructions, Directions in respect of all the matters, issued from the C.B.E.C., and Notices for the trade, issued by Commissioners are to be enforced/implemented/circulated through him. All incongruent or disputed matters from the lower formations are routed upward to the appropriate level through them only. They are the pivots around which all the matters revolve.

The Superintendent, Group-B, Executive (Gazetted Officer) or Level-2 officer, at Range level has the responsibility of reporting the true facts and figures to the senior formations of the area under his charge and has now a limited Adjudication power in certain specified cases only. The Inspector or Examiner or Preventive Officer, Group-B+ (Non-Gazetted Officer) or Level-3 officer, has the duties and responsibilities pertaining to checking, verification, stopping and searching of the goods and conveyances in the area under his charge, the Sector, when specifically authorized in this regard. Group-C, Minisrerial officials or Level-4 officials and Group-D staff working there do not have such power and they simply assist the senior functionaries in all secretarial and security matters.

It has also been observed that statutory mechanism, with a little variation in place for determination and collection of these three duties or taxes, appeals, revision, searches, seizures, arrests etc. is fundamentally similar, except to the extent of taxable event and the tax. The determination of value, classification of products, or services, refunds, rebates, other than exceptional permissions under the aforesaid Acts and Rules are looked after by the Deputy/Assistant Commissioner Group-A Executive (Gazetted) or Level-1 officer, on the basis of reports and recommendations of Group-B (Gazetted) or Level-2 officer, and
Group-B+ (Non- Gazetted) or Level-3 officer, which can be challenged or appealed against, only before senior Group-A Officer, namely, Commissioner (Appeal), specially appointed in this regard, and not before a Joint Commissioner/Additional Commissioner or Commissioner in charge of the Commissionerate or Zone.

The Selected Segment:

It has been observed that not all the officers of the department interact with the public in routine for the purpose of their primary duty of tax collection. Rather a selected few from each level play a predetermined vital role in the field as well as at the desk for this purpose. Deputy/Assistant Commissioner from Group- A Executive (Gazetted) or level-1, Group- B (Gazetted) or Level-2 and Group- B+ (Non-Gazetted) or Level-3 are the important level officers of the department who take all important decisions for tax collection at field level, with the assistance of Group-C, Ministerial officials or Level-4.

It is, therefore, apparent that for the purpose of collection of Customs, Central Excise duties and the Service tax, there exists a pyramidal structure having the largest number of aforesaid executive staff Group-B+, followed by Group-B at the base and as it moves upwards, through different shortening hierarchical levels, both in number and size, of Group-A officers, designated and differentiated on the basis of their seniority, converges into apex Central Board of Excise and Customs with smallest number of Executive officers.

Ministry of Finance
I
Department of Revenue
I
Central Board of Excise & Customs (CBEC)
I
**Fig. 1: Organisational Set-up (Hierarchical) in Respect of Central Excise Department.**

| Chairman |  |  |  |  |  |
|----------|  |  |  |  |  |
| Member-Central Excise | Member-Personnel, Vigilance & Budget | Member-Legal & Judicial | Member-Anti-Smuggling Service Tax | Member-Customs & Export Promotion |
|  |  |  |  |  |
| Chief Commissioner (Zone) |  |  |  |  |
|  | Commissioner (Central Excise & Service Tax) | Commissioner (Commissionerates) |  |  |
|  |  |  | Additional Commissioners |  |
|  |  |  | Joint Commissioners |  |
|  |  | Deputy/Assistant Commissioners (Division) |  |  |
|  |  | Superintendents (Ranges) |  |  |
|  |  | Inspectors (Sectors) |  |  |
|  |  | Tax Assistants (Headquarters) |  |  |
|  |  | Clerks |  |  |
|  |  |  |  |  |
| Chief Commissioners (Customs) (Zone) |  |  |  |  |
|  | Commissioners (Customs) | Commissioner (Commissionerates) |  |  |
|  |  |  | Additional Commissioner |  |
|  |  |  | Joint Commissioners |  |
|  |  | Deputy/Assistant Commissioners (Ports, Air Ports, ICDs, etc.) |  |  |
|  |  | Appraisers/Superintendent (Groups/Batches etc.) |  |  |
|  |  | Preventive Officers/Examiners (Inspectors) |  |  |
|  |  | Tax Assistants (Headquarters) |  |  |
|  |  | Clerks |  |  |
The Controls:

Earlier, the form of control by the Department was physical over all the activities till June 1968, when Self Removal Procedure (SRP) was introduced, as a measure of simplification of tax administration, followed by another system called “Simplified Procedure” in respect of some commodities. SRP Review Committee Report, recommended. Selective controls, designated as (i) Records Based Control, (RBC) (now popularly called Records Based Control), (ii) Production Based Control,(PBC) (iii) Clearance Based Control (CBC) were introduced culminating into the latest (iv) Audit Based Control (ABC). The concept of Modified Value Added Tax (MODVAT) now Central Value Added Tax (CENVAT) and a system of classification of excisable goods was derived from International convention of ‘Harmonized Commodity Description and Coding System’ (HSN) in the form of Central Excise Tariff Act, 1985.

The concept of self assessment by assessee himself was introduced with effect from 20.11.1996; Central Value Added Tax (CENVAT) was introduced with effect from 1.4.2000 and concept of Transaction Value with effect from 1.7.2000. Except a very few limited operations in central excise and customs, self assessment is prevalent in all sides. Almost complete automation of business processes and transactions in the last decade has made the matter easier, simpler and effective.

The Process:

The process begins the moment an assessee (one who has been assessed to pay duty/tax) makes some declaration or application or files some returns etc. pertaining to the premises of manufacture or warehousing, nature, description and classification of goods, their value, production, clearance, duty leviable or paid, exemption availed, documentation involved, refund or rebate entitlement, admissibility of allowances, changes in practices or procedures etc.
The document so filed by the assessee at appropriate forum is subjected to diarizing by Group ‘C’ or ‘D’ Level-3 or Level-4 official in a central register and routed to the appropriate Group ‘B+’ (Non-Gazetted) Level-3 officer who scrutinizes the report, if any, of Group ‘C’ or ‘D’ officer, along with other checks prescribed for him. After scrutiny and checks, he submits his report to the next level, Group-B (Gazetted) Level-2 officer who, after examining the reports and checks carried out by his juniors, tenders his own report and forward it to the Divisional office, headed by a Deputy Commissioner or Assistant Commissioner- Group ‘A’ Level-1 officer.

The aforesaid items of work are handled by the concerned branch, designated after the name of the assignment and generally headed by one or two Group-B (Gazetted) Level-2 officers. This branch first checks the documentation before exercising any checks. Any deficiency noticed in the documents on the part of Range or the assessee is to be made good and reported, then each document is to be scrutinized, processed and with such report, as this branch deems fit, the document is to be put-up for approval/rejection before the Deputy / Assistant Commissioner Level-1 officer. The Deputy/Assistant Commissioner after considering different reports and recommendations and after satisfying himself/herself signs each and every document as a token of having approved it.

In case this Group ‘A’ Level-1 officer is not satisfied with the report of Group ‘B’ or ‘C’ Level-2 or Level-3 officers or find some discrepancy on the part of assessee (other than typographical or clerical one) he cause to be served upon the assessee a show cause notice calling upon the assessee to explain and defend his claim, either in person or through his authorized representative, within a stipulated period. The show cause notice contains all charges/allegations or reasons for not approving the same, along with evidence, and the future course of action, the said Group ‘A’ officer intends to take in that regard. After hearing the assessee or his authorized agent, the said Group ‘A’ officer passes an appealable, reasoned order in writing, containing all the facts of the case, evidence, findings etc.
It is ensured that almost all proceedings are completed quasi-judicially, wherein the aims and objectives of the adjudicating authority are; to judiciously safeguard the revenue interest of the Government; to suitably penalize the offender in order to prevent recurrence of commission of such offence by him or anyone else; to allow proper opportunity to the alleged offender to defend himself; to clarify the matter or issue or practice prevalent in an area for better tax compliance by assessee; to impart finality to minor or related issues for the purpose of avoiding any confusion; to apprise the authorities higher to him in respect of infirmity or irregularity or legality involved in the application or adoption of a particular rule or regulation or direction or provisions so that suitable timely steps are taken by the Government to clarify or amend or remove the ambiguity etc. by making suitable amendments in the statutes after consultation at the highest concerned level or Ministry.

In a welfare state like ours, actual contact of masses with the bureaucrats at each level is a good sign of effective and efficient public administration. But in practice, the bureaucrats at the top most levels generally remain at the beck and call of the ministry or their controlling body for giving necessary inputs there and for receiving further directions about the policy implementation of the government. Under these circumstances it is not feasible to ensure that each of the bureaucrats in the hierarchy must always remain in contact with the masses. However by some demarcation of roles, distribution of work and duties amongst them, it has been made possible that a level is represented suitably by a few designated officials from a given level, depending upon the exigency of work and situation. In Central Excise department, higher level officers, Joint Commissioner and above rank (Group-A, Gazetted) are generally assigned supervisory, administrative control roles with grievance redressal and dispute resolution duties, in the form of appeals or reviews, and as such public contact is limited at these levels. Similarly ministerial Group C & D (Non-Gazetted) officials have the secretarial duties; they too have a very limited interaction with the masses or the tax payers for the purpose of tax collection.
All important matters pertaining to revenue collection, the hierarchical levels comprising of Deputy/Assistant Commissioner, Group-A, Executive (Gazetted) official or Level-1, Superintendent, Group-B Executive, (Gazetted) or level-2 Group-B+, Executive (Non-Gazetted) or Level-3 and Group-C Ministerial officials or Level-4, along with Administrative Officer, Group-B- Ministerial, (Gazetted) or Level-2, and such other numbers of ministerial Group C & D (Non-Gazetted) Level-3, Level-4 staff under a formation at Divisional level, play the most important role for tax collection; being an important and vital link with the government (through senior functionaries) on one side and public (the tax payers) on the other side, have to deal with the public for solving their day to day problems, resolving their important issues for the purpose of meeting the revenue or work targets in a team, well within the frame work of law. So this segment has encapsulated all the necessary representative functions discharged by this department for the purposes of tax collection, therefore, the population, from different geographical areas, representing this segment, truly devoted to tax collection, has been taken into consideration for the purposes of present study.