CHAPTER II
REVIEW OF LITERATURE
2.1. REVIEW OF LITERATURE

Research in various aspects of organizations and the men in organisations is extensive. A large number of studies has been conducted both at the organizational level and at the individual level. However, as Schnieder (1986), pointed out the field of organizational behaviour is bounded by concern for behaviour, primarily in profit-making work organizations. So the study of public, educational, civil institutions is not usual, even though many people work there.

After a review of studies on psychological and organizational behaviour, it was interesting to note that research in government organizations has been the domain of public administration, with predominant emphasis on the organisation and relatively few empirical studies exist regarding the individual in government organizations. In the field of organizational behaviour and management, on the other hand, as there is a vast public sector in our country, there are a number of studies contrasting and comparing factors affecting private organizations with public organizations.
2.2. STUDIES ON GOVERNMENT ORGANIZATIONS

S.J. Higginbotham (1975), discussed the bureaucratic behaviour in a setting characterized by conflicting and changing cultural patterns. He studied the Indian bureaucrats many of whom are raised in traditional Hindu environments as they carry out their duties in formal bureaucratic structures which he suggests are strongly reminiscent of the pre-independence British administration. According to him, rules, regulations, control mechanisms have remained essentially unchanged over the past 25 years.

N. K. Singh (1974), found a greater caste like structure in the Indian bureaucracy in Rajasthan, with the higher bureaucrats having an exaggerated sense of status consciousness. He concluded that the present bureaucratic system weighed heavily in favour of routine administrative tasks and concentrated authority. The decision making in the hands of the elite class which tended to be power-oriented and thus unsuitable for the achievement of the goals of national development.

On the other hand, Jain & Choudhari (1982), did not find that the colonial heritage stood in the way of
developmental work. They found rules and regulations provided framework for the operations of the officials without which the accomplishment of developmental goals became difficult. However, rules did prove dysfunctional when greater emphasis was laid on their observance instead of making use of them as a tool towards the accomplishment of tasks.

S.K. Ray. (1979), felt that the entire structural, functional and personnel system required reorientation.

The Indian Union government also has been concerned with the functioning of the administration. The Administrative Reforms Commission (1967-69), based its reports on findings of three study teams regarding recruitment, selection and training; promotion policies, conduct rules, discipline and morale; and personnel planning, staffing of public undertakings and personnel management.

Though most of its suggestions were accepted, some revolutionary suggestions like unified grading structures, etc., were not accepted by the Government of India. Kothari Commission (1976), also looked into recruitment policies.

From time to time various committees have been set up
both by Centre and State Government to look into the specific areas of personnel management.

In England, the Fulton Committee (1966-68) studied and found Civil Service inadequate in 6 main aspects namely

(i) The service was essentially based on the philosophy of the amateur (generalist or all-rounder).

(ii) The system of classes impeding its work.

(iii) Specialists neither getting responsibility, authority nor opportunity.

(iv) Lack of skill.

(v) Not enough contact between the service and the rest of the community.

(vi) Improper career planning.

Research has also been undertaken to know why people join government or service institutions and the differences in the decision-making process in government and industry. In the United States, an exchange programme of executives from industry to
government and vice-versa, was carried out. The industrial executives stated that the decision making process was more circuitous in government and there was a reluctance to make day-to-day decisions. Further, people in government tended to go from issue to issue, whereas decision to problem was more stable in industry. In industry the task of structuring a problem and its solution seemed to follow an underlying thread of policy. At the individual level, however, it was felt that the executives were as competent, intelligent and interesting as in industry.

M.M. Kennedy (1985), while discussing why would a competent person go to work for a non-profit, much less the government organizations suggested three reasons —

(i) They sincerely want to help other people or work for a cause.

(ii) They believe against all evidence to the contrary that they will have job tenure or greater job security.

(iii) There is no other place to pursue that particular career choice.

According to him, in every non-profit organisation,
there lurk a few people who force others to take care of them. There are the neurotic manager and the temperamental clerk. These people use their personal weaknesses to build power base within a system that puts nurturing above productivity. They amass power in proportion to the desire of managers within a system to avoid conflict. As long as a seamless work environment is preferred, they will have power. For anyone moving from private business to the non-profit sector, this is the most difficult obstacle to success.

Besides studying the people in Government institutions research has also been carried out to understand the differences in public sector vis-a-vis private sector.

Cacioppe and others (1984), in a survey of 5979 employees from a number of Australian government and private sector organizations measured the quality of their work experience. Government employees, particularly those in high status job rated quality of their work experience significantly below the level of their private sector counterparts. Subjects working in public organizations were motivated more by factors such as providing a service or product that helped other people or self development. Those in private organizations were motivated more by extrinsic factor such as money in order to obtain an enjoyable and
pleasurable life. High status government employees were more intrinsically oriented than all other occupational groups.

Esther Solomon (1986), studying the perceptions and satisfaction of 240 top managers from a variety of private and public organizations in Israel proved the hypothesis that—

(a) Performance based rewards and

(b) Policies that promote efficiency are significantly more prevalent in private organizations and

(c) That higher level of satisfaction is expressed by managers in private sector.

Balgir (1983), in a study found that Indian managers gave first priority to service in the private sector followed by public sector and then government departments. Further, private sector provided challenging work, due recognition for the good work done, opportunity for growth and learning, freedom to act and congenial working conditions, whereas public and government, offered high job security, moderate chances of promotion/advancement opportunities for
growth and service.

He also found that responsibility and achievement were valued higher in private than in public or government sector, and work environment was dominated by motivational factors in private and hygiene factors in public and government sectors.

Chaudhri & Khandwala (1984), Prahlad & Thomas (1977), Ramamurthi (1982), Brown (1984), have studied the public sector and the turnaround strategies of ailing public sector undertakings.

The salient points that emerge from these studies are that decisions are more permanent in the private sector and more satisfaction and efficiency prevail in the private sector as compared to the government/public sector.

2.3. STUDIES ON STRUCTURE & CLIMATE:

The importance of the structure and climate has been recognized by all organizational experts. The Aston Group's (1983), (Derek Pugh, John Child, David Hickson, Roy Payne, Diana Phesey research in Europe, US, Canada, Japan, Middle East and India, showed some overall pattern between major factors that characterise an
organisation, though differences were found that characterised a local government or an educational institution and in particular nations. They opined that large firms, big businesses were typically work-flow bureaucracies, highly structured but not as highly concentrated in authority as some. Public service organizations of local and central government were personnel bureaucracies, not very structured but highly concentrated on authority and procedures focussed on hiring, promoting and firing of personnel. Smaller units within large private or public groups were full bureaucracies with the high structuring of the work flow type and the highly concentrated authority of the personnel type. Smaller firms in the personal ownership have neither of these features to any great extent being non-bureaucracies. (TABLE 2.1)
**TABLE 2.1.**

**TAXONOMY OF FORMS OF ORGANIZATION STRUCTURE**

<table>
<thead>
<tr>
<th>HIGH Concentration of authority</th>
<th>Personnel bureaucracy</th>
<th>Full bureaucracy</th>
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<tr>
<td>LOW</td>
<td>Non-bureaucracies</td>
<td>Work flow bureaucracies</td>
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**Structuring of activities**

(Source: D.S.Pugh, D.J.Hickson and C.R.Hinning 1983)
In India Maheswari and Malhotra (1977), in a longitudinal study of 17 large companies identified a number of structures. They stated that personality and political factors played a significant role in structural change at the top levels of the organisation than at lower levels while technological factors were more important for structural changes at lower levels.

Fore (1984), found hierarchy may also cause significant differences in perceptions of what is holding down organizational effectiveness of public sector units.

Prasann Bhat (1984), predicted that a sectoral or regional structure will breed output orientation because of competition between sector divisions while in a functional set up quality will be relatively more stressed.

Narain (1981), identified some differences in structures of five large public enterprises. Despite having a common ownership, the wide structural differences are indicative of different administrative philosophies, which in turn may be partly traceable to the differences in the types of products manufactured and operating environments.
Hackman (1983), showed that work group context is strategically important in understanding team effectiveness. In addition to context, Hackman emphasizes the critical nature of group design (structure of task, composition of groups, establishment of norms) and group synergy (actual follow through, planning, and implementing). The strategic importance of groups and the facilitation of transfer of training was studied by BOSS (1983).

Since the time of Kurt Lewin (1939) it has been acknowledged that organizations have climate.

Roberts & Glick (1981), held that perceptions of task characteristics were just perceptions and did not represent the attributes of tasks. However, Griffin (1983), convincingly showed that this was not true, that perceptions are a useful data about jobs.

Pathak (1982), found strong positive relationship between climate and job involvement. Ansari (1980), found that inter-organizational differences in climate exceeded inter-departmental differences. He, therefore, viewed climate as a molar or an aggregated organizational construct.

However, Habibullah and Sinha (1980), in a study of 390
Bharat Heavy Electricals Limited executives, found according to some respondents a climate close to the professional ideal — high achievement expertise, extension and low affiliation, dependency and control, while other respondents considered climate close to the popular stereotype of feudally managed organisation, low on achievement, expertise and high on affiliation dependency and control orientation. The study raised the possibility of there being multiple organizational climates.

Padaki R (1982), found a causal relationship between climate variables and organizational effectiveness. However, performance as measured through supervisory ratings did not show significant relationship with climate.

2.4. STUDIES ON MOTIVATION

There is burgeoning of research interest in motivation. In this field, the most researched theory in India is Maslaw's need hierarchy.

Anantharaman & Ravindranath (1982), found that managers, attached more importance to the self actualisation need, whereas the other two groups of officers and clerks attached more importance to the
social needs. Ganguli and Guha (1978), and Abrol (1982), found partial support to the Maslow's model. However, Wahba & Bridwell (1976), in a review of empirical data did not find validation of the hierarchy theory, specially regarding the prediction that once a lower need is satisfied, the importance of that need decreases while the importance of the next higher need increases. Further, K L Aggarwal (1978), and B. Sharma's, finding did not provide support to the theory.

Muthayya (1985), investigated the motivational needs of 50 administrative officers and found that autonomy and self actualization were the least satisfied needs. With regard to how management satisfies the needs of the workers, in a large sample survey, Sharma (1983), indicated that lower needs such as safety, security were better looked after by management than growth needs and scope for advancement.

Porter (1964), in a national survey of 2000 American managers asked the respondents to assess the manifestation of each need relative to (a) How much there is now, (b) how much should there be, and (c) how important it is.

In general higher level managers placed greater
emphasis on self actualisation and autonomy needs but there were no differences across levels for the other three need categories of Maslow's, namely, physiological, safety and social needs.

In India, besides the extensive research on the need theory, Herzberg's 2 factor theory has also been researched.

Sutaria & V Padaki (1976), and Sutaria (1979) in their studies of three different organizations found that motivators emerged as sources of satisfaction and the hygiene as sources of dissatisfaction.

Lal & Basu (1981), found statistically significant differences in three different levels of hierarchy regarding their choice of motivators or hygiene factors.

K. G. Aggarwal (1977), evaluated and found wanting, theories of Maslow, McClelland, Herzberg, Litwin and Stringer and McGeorgor in the light of their relevance to the working class. He suggested an alternative hypothetical model based on stratification theory of social system, determining self, status and role perceptions.
In another study, Ganesan (1983), did not find support for Korman’s theory that motivational process and organizational behaviour is relative to organizational environment. His results did not show that motives of achievement, aggression, and creativity develop in the same kinds of organizational environment.

In India the main research has centered around content theories whereas in the West over the past 15 years, the emphasis has shifted from content theories to the process theories.

2.5. STUDIES ON LOCUS OF CONTROL

This concept has generated a lot of interest and research. Recent research has shown that internals have lower stress levels, cope better with stress (Anderson 1977) and have better jobs, higher pay and satisfaction (Andrisani 1976) than externals. A study by Duffy & Others (1977), also replicated these findings. Silvers and Others (1983), also found that job satisfaction was a function of general perception of contingency as internals rated internally oriented items and external rated externally oriented items.

One possible explanation could be that people who are successful attribute this success to themselves, while
people who have failed report the causes of failure to be external to themselves. T.R. Mitchel (1975).

Pathak (1982), using Rotter's scale found that persons who had internal locus of control and tendencies of extroversion and neuroticism had higher job involvement.

A study by Shrivastava and Dholke (1978), revealed that locus of control was the most important personal determinant of identification. The internals were found to have a significant higher identification with work values.

Kulkarni's (1983), results showed negative relationship between job satisfaction and external locus of control.

R. Venkatapathy (1983), proved the hypothesis that internal locus of control contributes to entrepreneurial behaviour. It was also hypothesized that entrepreneurs would have less faith in luck and chance situations and perceive themselves to be less influenced by powerful authority figures, than non-entrepreneurs. However, the study by Reddy & Rahman (1984), did not reveal any difference in behaviour of managers and workers with respect to locus of control and job involvement.
2.6. STUDIES ON ROLE STRESS

Due to a greater appreciation of the impact of work experiences on the mental and physical health of individuals as opposed to the usual emphasis on the contributions of individuals to the organizations; recent research in stress is extensive. In USA, a number of corporate health programmes have been undertaken. Evaluation of some of these programmes suggest positive physical (lower blood pressure), psychological, (job satisfaction), and behavioural (decreased alcohol use), outcomes for the stress management component.

Jobs which are monotonous or un-challenging have been identified as stressful (Gordell 1976), so have jobs with substantial overload (Margolis 1974). Jobs with high degree of role conflict and ambiguity (Kahn et al., 1964) and jobs with little influence or participation have been associated with stress (French & Caplan 1972). Contradictorily, jobs with substantial responsibility are found to be contributors to ulcers (Cooper-Payne 1978).

Bruhn John (1989), described the positive side of stress to show how it can be used to encourage personal and
professional development through willingness to take risks, initiate change and nurture personal strength.

Lowe (1971), and Lowe & Mcgrath (1971), in their research on stress found a positive relation between arousal and performance.

Brodsky (1984), suggested that social emphasis on competition and personality factors such as high trait anxiety and coronary prone personality may indirectly contribute to stress. Within the work environment factors like unpredictability and change, unrealistic production goals, discrimination, harassment, may produce stress.

Role stress has been found to be positively related to alienation and Machiavellianism. (Sen 1982). He also found that there was significantly negative correlation between effective role behaviour and role stress. Pestonjee and Singh (1982), reported high negative correlation between all and total role stresses and job satisfaction. They found conducive climate is related to low role stress.

Srivastava & Sinha (1983), found increasing level of jobs involvement enhanced its degree of job anxiety.
Jamal Muhammed (1985), studied blue collar workers and managers. His analysis supported the prevalence of negative linear relationship between job stress and supervisory ratings of performance.

Rajender Kaur & Chadda (1988), found high stress led to low involvement in white collar workers. Whereas, it led to higher involvement in blue collar workers.

Dhillon (1989), studied occupational stress and job satisfaction in 186 police male personnel aged 23-52 years in 5 hierarchical positions. Hierarchical position had a negative relationship with overall occupational stress. Personnel in higher ranks were more satisfied than personnel in lower ranks. In another study of police personnel Joseph (1989), found constables and head-constables to have more stress than sub-inspectors.

Staw, in the Annual Review of psychology (1984) came to certain tentative conclusions about stress after going through the contradictory research findings. First that any dissatisfying or negatively labelled work attribute could be associated statistically with stress — further, antecedents of stress and how they affect health outcomes are likely to be complex and moderated processes rather than a set of simple direct
relationships. Thirdly, potential stressors of the work setting will have different impact on different individuals.

Those features which make jobs interesting, important, meaningful, for example, appear to be quite similar to those which induce stress.

2.7. STUDIES ON PERSONALITY

Trait theories have not been seriously considered by leadership researchers since Mann (1959) & Stogdill (1948), reported that no traits consistently differentiated leaders from non-leaders across a variety of situations.

However, theoretical work in the social cognitive area suggests that traits should affect social perceptions. For example, Mischel (1973), in a cogent criticism of trait theory suggests that traits are important constructs for perceivers helping them to organise perceptions of others.

More recent work of Winter & Uleman (1984), indicated that people unintentionally make trait inferences when encoding information into memory. Further, applying categorisation theory to leadership domain Lord, Foti &
DeVader (1984), found several traits that were thought to characterize leaders in many situations.

This study indicated that correlation between leadership, perceptions and intelligence, masculinity and femininity and dominance were significant.

Ganesan & Rajendran (1982), studied need satisfaction, job satisfaction and personality orientations. Significant relationship were found between personality and need satisfaction and dissatisfaction. Though overall job satisfaction was not related to personality orientations, still a motivational liking for work itself and certain hygiene factors such as working conditions and interpersonal relations with colleagues, were related to personality orientations.

Balasubramaniam & Narayanan (1977), in a study of job satisfaction and personality dimensions of extroversion and neuroticism did not find any relationship between the degree of extroversion and job satisfaction. However, low neuroticism was related to higher satisfaction.

G P Shrivastava (1978), Sathyadas (1979), reported groups high on extroversion were more satisfied and neuroticism was found to be negatively associated with
job satisfaction.

Dolke & Padaki (1976), and Dolke & Sultaria (1980), studied the two factor theory and Eysenckian Personality Theory. The personality dimensions of extroversion and neuroticism did not show clear differential relationships with various job attitudes. They, however, found that high achievers were motivation seekers and low achievers were hygiene seekers.

2.8. STUDIES ON STYLES OF FUNCTIONING

Besides these factors the styles of managers have been researched.

Malhotra (1984), examined the reasons behind the success of the Oil and Natural Gas Commission in the last 10 years. Political will, leadership, supportive bureaucracy, managerial autonomy and participative style of management were considered the reasons for success.

Kakar (1977), has suggested that authority ideology in Indian organizations is mostly parental (nurturant or assertive).
Sinha and Sinha (1983), have argued that given the dependency proneness of Indians, a style of leadership that blends authoritarian direction with a paternal nurturance — what they call the N T or nurturant-task leadership style — makes good sense. Dayal (1977), has contended that the affiliative nature of Indians calls for personalized relationships at work and, therefore, emphasis on loyalty to the boss and parental nurturance by the boss.

However, a study of the styles of Indian managers by Singh and Das (1977), seems to reveal a substantial gap between espoused values and behaviour at work. The bureaucratic style, with its emphasis on rules and regulations, was the most frequently used mode, followed by the benevolent autocratic mode (akin to the N. T leadership) style described by Sinha (1984). The democratic style, with its emphasis on team management and on relationships as well as tasks, ranked only fourth.

2.9. NEED FOR THE PRESENT STUDY:

A review of the existing literature highlights that one of the least researched areas by psychologists is the individual working in government institution. This study endeavours to understand these individuals.
Another factor that emerges is that with the exception of some studies i.e. Chatterjee (1984), Mehta (1978), Padaki (1982), few researchers have adopted a holistic approach towards understanding behaviour in organisations.

This study is an attempt to overcome these lacunae and tries to bridge the gap in the area of organisational behaviour by studying the effect of various organisational and personal factors on individuals working in a government organisation.