CHAPTER II
THEORETICAL FRAMEWORK
Rajaji with Pandit Jawaharlal Nehru

Rajaji with Pandit Jawaharlal Nehru
CHAPTER II
THEORETICAL FRAMEWORK

Definition of Administration

‘Administration’ is a term, which finds its origin from Latin word ‘Administrare’ which means to look after the people to manage affairs. The main aim of administration is to achieve certain consciously laid down objectives in a cooperative manner. It pre-supposes planned human activities by organizing human and material resources. It is a determined action in pursuit of some common purpose. In the words of Morstein, “it is the marshalling of available labours and materials in order to gain that which is desired at the lowest cost in energy, time and money. It provides both direction and control of activities and help in their coordination for accomplishing certain common goals”.

Theories and Principles on Administration

Public administration in a democratic society is subject to pressure and constraints, which may sometimes conflict. The job of the administrator in such a situation is surely to balance the conflicting pressure in the hope of satisfactorily resolving the problem. Herbert Simon, a thoughtful commentator on public administration and the working of organizations suggested that in this messy world, the administrator cannot spend his time looking for the best possible solution to puzzles - he is often in the position of having to seek the solution which will provide him with the least undesirable outcome.
The Government can (under certain circumstances) use force to achieve its goals. Indeed, the state is sometimes defined as an important social group with the sole right to use force or violence within a given territory to achieve its ends. British democratic institution had occasionally dealt extremely efficiently with major problems and crises and proved itself the equal of Nazi Germany during the Second World War.

Politics has to do with policies or expressions of the state will, “whereas” Administration has to do with the execution of those policies.

The state is the only public agency that has the moral and legal responsibility and authority to identify and promote the common good of all the members of society. The issue of public interest is thus closely related to the question of legitimacy of political authority. In democratic politics the concept of public interest plays a dominant role in public life. The administration must be subjected to the control of law and not be a kind of state with in a state, free to do what it pleases and answerable to non in detail about its acts.

The concept of community- the social whole and the common good should stand at the center of discussion over any political system and the beacon - light of public policy and administration.

The basic rights of the individuals are not created by the state, but are only protected by it.
The very nature of representation, however, which implies a power out of and against the people, makes it impossible for the people to install representative government by themselves. Only those in power can change a defective constitution. But the task is very difficult. Slowly and steadily the Chief of the state must bring the existing form of government in alignment with this idea.

Public administration comprises a set of activities and organizations concerned with achieving the major purposes of the state acting on society's behalf. These activities and organizations are deeply embedded in the social and cultural environment. The cultural norms and values of society limit the activities of public officials and the methods that they can adopt to pursue their goals.

According to Piffner, "Administration consists of getting the work of the government done by coordinating the efforts of the people so that they can work together or accomplish their tasks".

Kant in his most characteristic way sees the state not as a hindrance but as a useful instrument for the betterment of humanity that must be judged by its effects. In this sense Kant is a moralist than a scientist in politics.

The state should raise money only by "compulsory exactions as political burdens" and not through voluntary contributions such as lotteries or by begging, the state should raise money only by lawful assessments.

The state should intervene in society for the good of the people.
The positive functions of the state are mainly administrative, economical and welfare schemes in character. Their functions are based on the three rights, which the state possesses. They are: (1) the right to levy taxes, excises, and customs on services; (2) the right to administer the national economy, finance and police; and (3) the right of inspection for the preservation of the state.\(^\text{14}\)

An administrator must be responsive to public demands. In another words, he must encourage consultation and, to a degree at least participation.\(^\text{15}\)

The quality of administration depends upon the administrator. It hinges on the answer to the question - Is he a static individual or a dynamic person? The higher is the level of his spiritual growth, the greater the administrator. An administrator must possess imaginative sympathy, human touch, steady approach to work, and then greater efficiency.\(^\text{16}\)

Administrative skill cannot be bought. There are no hints and tips and short cuts. It has to be paid for in the only currency which is sound in this market - hard study and harder thinking, mastery of intellectual principles reinforced by genuine reflection on actual problems, for which the individual has real responsibility.\(^\text{17}\)

The functions of an administrator assigned by Urwick are as follows\(^\text{18}\)

"Make decisions which are clear, distinct and precise" - determination.

"See that the plan of operation is strictly carried out" - executive.

"Impose penalties for mistakes and blunders" - interpretative.
‘..... to understand the letter of a plan is not enough; the reason for it, the underlying logic must be appreciated or subordinates cannot make the adjustment which are inevitable in practice correctly. Emotionally because no man put real initiative and enthusiasm behind a project with which he has not identified himself in spirit as well as in mind’.19

It is from the environment that the Public Administrator perceives the problems to be resolved, the alternative possibilities within which choices can be made, the resources to be employed, and the support and opposition to policies and programme...It is within the environment that the consequences of Public Administration are to be judged ‘right’ or ‘wrong’.20

The perception and determination of many an administrator influenced and shaped the political history of many developing countries. The question who a great and ideal administrator is and what his characteristic traits are become relevant for scrutiny. W.C.H. Prentice opines that a great administrator is one who can successfully marshal his true collaborators to achieve a particular end.21

Gleron D.Paige defines a political leader as a central actor occupying a focal position, which relates to various counter positions in a particular role set. According to him, political leadership is thus, a position or the location of an actor or actors in a group character is led by the ability of the incumbent to
guide the collective behaviour of the group in the direction of the desired authoritative distribution of values in a community.\textsuperscript{22}

By common consensus, the essential components of administration are: (1) Planning, (2) Organising, (3) Staffing, (4) Initiating, (5) Delegating, (6) Directing, (7) Over seeing, (8) Coordinating and (9) Evaluating. These various activities forming part of the scope of public administration are indicated by POSDCORB, a word coined by Luther Gulick.\textsuperscript{23}

The fact that Public Administration is a balance between the needs of Government and the needs of the individuals, in matters of administration, particularly financial administration, such relationships are important.\textsuperscript{24}

If the administration is to work efficiently and smoothly and the government objectives are to be achieved satisfactorily, the minister and his subordinate officials must work in cooperation and harmony. There should be mutual faith and trust. Ministers should not interfere too much in day-to-day administration.\textsuperscript{25}

The state should intervene in society for the good of the people reflects a strong paternalistic attitude. In the implementation of the principles laid down by the government, the co-operation of the public was compulsory. Apart from efficiency and integrity the administrator needs to have a human approach to all problems and programmes that he has to solve and implement. This implies that he must have the spirit of service to the community, which is absolutely
essential in democracies. Every successful administration should be result oriented; speedy and prompt in meeting the demands. A republican government cannot be achieved by furious struggles. This can be achieved gradually and continually. The initiation to that should come from the head of the state and not from the people “From top towards and not from the bottom upward” is the criterion of progress.26

A moral politician is one who chooses political principles that are consistent with those of morality. But a political moralist is one who clearly subordinates morality to politics.27 Morality in general, with regard to the welfare of each individual man; (2) in politics, with regard to the welfare of states and; (3) in the Cosmo political sphere, with regard to the welfare of the human race as a whole.

Definition of a Leader

Leadership is a value-loaded term. To many persons, it has a dictatorial ring, associated with the ‘fuhrer’ concept and connotes people being driven away by a hypnotic influence.28 Leaders were credited with supernatural powers such as the ability to see through men's minds, to tell the future and to compel obedience hypnotically.29 Leadership is viewed as a characteristic of the individual. In recent times such supernatural explanation have given way to more rational explanations.
Universally acceptable definition of leadership is that it is a social-influence process. It is defined as the Process of Influencing Group Activities Toward the Accomplishment of Goals in a given Situation. In this context the leader is viewed as the person in the group who is capable of influencing group activities with regard to goal formation and goal accomplishment. 

The Above Definition Contains many Important Points:

1. Leadership is a relationship between two or more people in which influence and power are unevenly distributed.

2. Leaders do not flourish in vacuum. The essence of leadership is followership. Leadership implies that followers must consent to being influenced. They must suspend their judgment and allow another person to make decisions in specific situations. This leader relationship involves psychological or economic exchange. Leaders gain their authority over a group-by-group consensus alone.

3. Leadership is a function of the leader, the follower and other situational variables. It is a matter of removing barriers in a situation so that subordinates work with freedom and independence.

4. Leadership is essentially a continuous process of influencing behaviour. A leader breathes life into the group and motivates it toward goals. The lukewarm desires for achievement are transformed into a burning passion for accomplishment.

5. Leadership is something a person does, not something he has. Leadership is something that emerges, that grows and that is achieved.
Functions of a Leader

Leader is not a lay-figure. He has much to do; such as, help groups in achieving their objectives, initiate changes, help make decisions and resolve differences.\(^{35}\)

Leader has to perform multifarious functions. The list of these functions could go on and on. Some of the important functions the leader performs are given as under:

1) **He should develop teamwork.**\(^{36}\) There are three vital determinants of teamwork. They are leader, followers and the environment. These factors are interdependent. It is the leader's responsibility to make the environment conducive to work.

2) **Leaders are called linking pins** by Rensis Likert.\(^{37}\)

3) **Leader is supposed to remove barriers and stumbling blocks to effective performance.**

4) **If a leader is to effectively achieve the goals expected of him, he must have power and authority to act in a way that will stimulate a positive response from the followers.** A leader, depending on the situation exercises different types of power, viz., reward power, coercive power, legitimate power, referent power and expert power. Besides the formal basis the informal basis of power also have a more powerful impact on organizational
effectiveness.\textsuperscript{38} No leader is effective unless the followers obey his orders. Therefore, the leader uses appropriate power so that followers willingly obey the orders and come forward with commitment.

5) In administration, time is precious and vital. They are boss-imposed-time, system-imposed-time and self-imposed time. Leadership should promote teamwork by better time management and by proper use of power.\textsuperscript{39} He should delegate authority where needed and invite participation wherever possible to achieve the better results. He should also provide necessary resource.

Qualities of a Leader

Effective administration requires good leadership. His role is very much needed in any organization or in any informal groups. It is from the followers the leader gets his power. If there are no followers, leader no more exists. Moreover leaders are not accountable to the behaviour of the followers.

Organizational performance is closely related to quality of leadership. A bungling leader can wreck the morale and destroy efficiency. Strong leadership, on the other hand can transform a lackluster group into a strong, aggressive, successful organization.\textsuperscript{40}
Leadership Styles

There are basically three styles of leadership. They are listed out - autocratic, democratic, and free rein. \(^{41}\)

![Fig. 2.1. Leadership Styles]

**Autocratic/Authoritative/Directive Style**

An autocratic leader centralizes power and decision-making in himself and exercises complete control over any organisation.

He sets the group goals and structures the work. He runs his own show. The leader gives orders and it should be followed ungrudgingly and unquestioningly. In autocratic situations, frustration, low morale and conflict develop easily. In this model of leadership the followers are induced to avoid responsibility, initiative and innovative behaviour. Moreover autocratic leadership can be only as good as the leader is. If the leader is weak and incompetent, the followers will be weak and incompetent. However, autocratic style permits quick decision-making and it will be successful under the following situations. \(^{42}\)
(i) the followers lack knowledge of their goals,

(ii) the followers are inexperienced or lack in skill,

(iii) the leader prefers to be active and dominant in decision-making.

Democratic/Participative Style

The democratic leader practices by consultation and invites decision sharing. Here authority is decentralized. Decisions are arrived at after consultation with followers and participation by them. The followers are also encouraged to exploit their potential and assume greater challenging responsibilities. The participative leader attaches high importance to both work and people. This style improves involvement and morale of followers. It helps in gaining the services from a more satisfied and cohesive group. Infact, no leader can perform effectively over an extended period of time without some degree of follower's participation. When followers prefer minimum interaction with the leader, participative style may not yield positive results.

Authoritarian Versus Democratic Styles

The distinction between authoritative and participative leadership styles is made quite often by the social scientists. The following table is constructed for this purpose.
Table 2.1
Authoritative and Participative Style

<table>
<thead>
<tr>
<th>Authoritative</th>
<th>Participative</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Leader exhibiting this style is labelled style is as a 'Theory-X' Leader.</td>
<td>Leader exhibiting this a 'Theory-Y' leader.</td>
</tr>
<tr>
<td>2. Leader is autocratic, task oriented and restrictive.</td>
<td>Leader is democratic follower-oriented and permissive.</td>
</tr>
<tr>
<td>3. Leader structures the task, strives followers, to find out better methods, and keeps the followers busy on task.</td>
<td>Leader is considerate of his followers recognizes their needs and human dignity.</td>
</tr>
<tr>
<td>4. Communication is one-way traffic; threads of control wielded by one individual.</td>
<td>Two-way communication.</td>
</tr>
<tr>
<td>5. Decision-making is centralized, and quick decisions are taken.</td>
<td>Decentralized decision making, and slow process of making decisions.</td>
</tr>
<tr>
<td>6. Winning over follower's confidence and obtaining commitment to task is difficult.</td>
<td>Leaders gain a contented and cohesive group confidence.</td>
</tr>
</tbody>
</table>

Free-Rein Leadership Style

Free-rein leadership is a rather complete delegation of authority into the hands of the followers so that they must plan, motivate, control and otherwise be responsible for their own actions. The free-rein leader avoids power and relinquishes the leadership position. Free-rein style would seem to be appropriate under the condition where:
The organizational goals have been communicated well and are acceptable to the followers.

The leader is interested in delegating decision-making fully.

The followers themselves are well trained and highly knowledgeable concerning their tasks and are ready to assume responsibilities.

Theories of Leadership

Leadership is complex and multidimensional in character. It is crucial ingredient in organizational effectiveness and a complex interpersonal process of influencing behaviour. There are three theories of leadership.\(^{45}\) (Fig.2.2)

1) Trait theory

2) Behaviour theory and

3) Situational theory.

\[\text{LEADERSHIP} \rightarrow \begin{array}{c}
\text{Trait Theory} \\
\text{Behaviour Theory} \\
\text{Situational Theory}
\end{array}\]

Fig.2.2. Theories of Leadership

Trait Theory

According to this theory leadership is largely a matter of personality, a function of specific traits. Trait theorists suggest that leaders differ from followers with respect to a small number of key traits and these traits remain unchanged across time. According to Keith Davis\(^{46}\) there are four traits
(a) Intelligence - Leaders tend to have somewhat higher intelligence than their followers.

(b) Social maturity and breadth - Leaders tend to be emotionally mature and have a broad interest range. They are neither crushed by defeat nor over-elected by victory. They have high frustration tolerance.

(c) Inner motivation and achievement drive - Leaders want to achieve things; when they achieve one thing, they seek out another.

(d) Human relation attitudes - Leaders develop a healthy respect for people and realize that to accomplish tasks, they must be considerate of others.

Situational Theories

According to Tannenbaum and Schmidt "the successful leader" often can be primarily characterized neither as a strong leader nor as a permissive one. Rather, he is one who maintains a high batting average in accurately assessing the forces that determine what his most appropriate behaviour at any given time should be and in actually being able to behave accordingly.47 Leadership is a complex social and interpersonal process; and to understand it fully we need to see the situation in which a leader operates. An effective leader must be flexible enough to adapt to the differences among subordinates
and situations. Leadership effectiveness depends upon the fit between personality, task, power, attitudes and perceptions.

Situational Factors

According to Fiedler's contingency model leaders effectiveness is partially contingent upon three major situational variables. They are (1) leader-member relations, (2) the task structure and (3) the leader's position power.

Leader-Member Relations

It refers to the degree of confidence, trust and respect followers have in the leader. It indicates the degree to which group members like the leader and are willing to accept the leader's behaviour, as an influence on them. If followers are willing to follow because of charisma, expertise, competence or mutual respect, the leader has little need to depend on task structure or position power. If, on the other hand, the leader is not trusted and is viewed negatively by followers the situation is considered less favourable.

Task Structure

It measures the extent to which the task performed by follower is routine or non-routine. Task structure refers to the degree to which the task requirements are clearly defined, (clarity of goals) the correctness of a decision can be easily verified (verifiability of decisions made) and there are alternative solutions to task problems (multiplicity of options to solve problem). In other
words, task structure refers to how routine and predictable the work group's task is.

**Leader Position Power**

The most obvious manner in which the leader secures power is by accepting and performing the leadership role. Position power in the contingency model refers to the power inherent in the leader's organizational position.

**Path Goal Theory**

The Path Goal theory, proposed by Rober J.House, is an important landmark in the development of leadership theory. According to this theory, leaders are effective because of the influence on followers motivation, ability to perform and their satisfaction. The term path goal is employed because the leader smooths the path to work goals.

**Strategic Functions in Path Goal Theory**

(i) Clear Paths.

(ii) Clarify goals.

(iii) Provide support.

(iv) Provide rewards.

(v) Analyse the situation, task and followers needs.
Styles of Behaviour

(a) **Supportive** - Leader is friendly and approachable to the followers; shows concern for status, well-being and needs of the followers, treats them as his equals. This is similar to what Ohio State researchers labeled 'consideration'.

(b) **Directive** - Leader here focusses on planning, organizing, and coordinating the activities of followers. He defines the standards of performance, lets followers know as to what is expected of them. It is similar to the Ohio State researchers 'initiating structure'.

(c) **Participative** - Leader here consults the followers,

(d) **Solicits their suggestions**, incorporates the good decisions.

(e) **Achievement-oriented** - Leader adopting this style sets challenging goals; expects the workers to perform at their best; he continuously seeks increments in their performance etc.

**Vroom-Yetton Model of Leadership**

Vroom and Yetton have developed a leadership decision-making model that indicates the kinds of situations in which various degrees of participation by followers in decision-making seems feasible and appropriate. They designate five decision-making styles that are appropriate for decisions involving none or all of the followers. These styles include two types of autocratic (A1 and AII), two styles of consultative (CI and CII), and a group style (GII). They are presented in the Table 2.2.
Table 2.2  
Vroom-Yetton Model of Leadership

<table>
<thead>
<tr>
<th></th>
<th>Autocratic</th>
</tr>
</thead>
<tbody>
<tr>
<td>AI</td>
<td>The leader solves the problem or make the decision himself, using information available at that time.</td>
</tr>
<tr>
<td>AII</td>
<td>The leader obtains the necessary information from his followers and then makes decision. Leader may or may not inform the followers what the problem is while getting information from them. The role played by the followers in making the decision is clearly one providing the necessary information to the manager rather than generating or evaluating alternative solutions.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Consultative</th>
</tr>
</thead>
<tbody>
<tr>
<td>CI</td>
<td>The leader shares the problem with relevant followers individually, getting their ideas and suggestions without bringing them together as a group. Then he makes the decision which may or may not reflect his followers influence.</td>
</tr>
<tr>
<td>CII</td>
<td>The leader shares the problem with his followers as a Group, collectively obtaining their ideas and suggestions. Then he makes the decision which may not reflect his followers influence.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>GII</td>
<td>Leader shares a problem with his followers as a group. The group generates and evaluate alternatives and attempts to reach agreement (consensus) on a solution. Leader's role is much like that of a chair person. Leader do not try to influence the group to adopt 'his' solution and the leader is willing to accept and implement any solution that has the support of the entire group.</td>
</tr>
</tbody>
</table>
Choice of the Leadership Style

The choice of a leadership style of this model depends on the outcomes of three variables - quality or rationality of the decision, the acceptance or commitment on the part of subordinates to execute the decision effectively, and the amount of time required to make the decision. Leaders must pick up the decision-making style that is appropriate and most effective for a given situation.

Three Dimensional Models

Reddin's in his Three Dimensional Model suggests that all the four styles of leadership in the grid are effective or ineffective depending on the situation. The four styles on the upper right are effective as they achieve the output requirement of the job and styles on the left of the diagram are ineffective. (Fig.2.3) These eight styles show different degrees of effectiveness of the basic styles.50

Fig 2.3

<table>
<thead>
<tr>
<th>Ineffective Styles</th>
<th>Basic Styles</th>
<th>Effective Styles</th>
</tr>
</thead>
<tbody>
<tr>
<td>Missionary</td>
<td>Relegated</td>
<td>Developer</td>
</tr>
<tr>
<td>Deserter</td>
<td>Separated</td>
<td>Bureaucrat</td>
</tr>
<tr>
<td>Autocrat</td>
<td>Dedicated</td>
<td>Benevolent Autocrat</td>
</tr>
<tr>
<td>Compromiser</td>
<td>Integrated</td>
<td>Executive</td>
</tr>
</tbody>
</table>
Effective Styles

(a) Executive - He attaches maximum importance for work and people. He is a good motivator, utilizes team effectively, sets high standards and his highly successful in accomplishing goals.

(b) Developer - He gives maximum importance for people and minimum concern for work. He trusts people and is mainly concerned with developing them as individuals.

(c) Benevolent autocrat - He allocates more time for work and less concern for people. He knows what is to be done, how is to be done without causing resentment.

(d) Bureaucrat - Here the leader shows minimum concern for both people and work. He wants to control the situation by the rules and often is disliked by followers.
Ineffective Styles

(a) Compromiser - He recognizes the importance of both people and work and thus gives a great deal of concern for both, even in situations that require emphasis on any one of these. He is a poor decision maker because of the pressures that are pounced on him.

(b) Missionary - He is relationship-oriented where the situation demands otherwise. He is basically do-gooder.

(c) Autocrat - Here the leader is task-oriented where the situation warrants otherwise and his style is inappropriate. Leader is unpleasant and has no confidence in others. He is interested only in the immediate job.

(d) Deserter - Here the leader neither task nor relationship-oriented. Leader is passive and largely escapist.

Reddin maintains that no style is good or bad in itself. It depends on the situation as to which style is best or appropriate. If the basic style is used appropriately it becomes effective, otherwise ineffective.

Hersey-Blanchard's Three Dimensional Model

Paul Hersey and Kenneth Blanchard\(^5\) in their Three Dimensional Model tried to integrate the concepts of leadership styles with the situational demands of a specific environment. They suggest “when the style of a leader is
appropriate to a given situation it is termed effective, when the style is inappropriate to a situation it is termed ineffective”.

**Integrative Model of Leadership**

The integrative model has the following variables:

(a) Leader's awareness of self in achieving effectiveness in administration.

(b) Leader must diagnose the group's characteristics.

(c) Leader must be familiar with complex individual characteristics such as personality, attitudes, perception and motivation. The leader must integrate the diverse mix of people in the groups and provide positive leadership in the organization.

(d) Leader should know how to motivate others.

In essence, leadership is viewed as a reciprocal process - leaders and groups influence each other.

All the emerging body of literature in the recent past converge with the viewpoint that there is a need for a flexible, adaptive style. Leadership is largely situational. Leader should adapt himself to the situation or should exercise the appropriate style depending on the situation. Only then a leader can play a long innings in the game of leading the people to work, and contribute to the organizational objectives.
The situation is not composed of a small number of fixed parts. The organization and environment are dynamic. Leaders face near-infinite set of situations and engage in near-infinite set of behaviours. Therefore, many different combinations of behaviours or styles may be effective in a given situation for a successful administration.

Rajaji’s administrative leadership can very well be fixed under the Integrative Model of Leadership since he fulfils all the required qualities possessed by it.
END NOTES

1. Hansraj N, Principles of Administration, New Delhi, 1989, p.1
3. Ibid., pp.21-22.
4. Frank J. Goodnow, Politics and Administration, New York, 1914, p.22.
13. Ibid., p.113.


18. Ibid., p.54.

19. Ibid., p.111.


50. Ibid., p.336.