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**EFFICIENCY AND  
BUREAUCRACY**

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## **Abstract**

*Studies on bureaucracy have always focused on enhancing the efficiency of administrative structure in order to achieve effective delivery of services. As a result, there is a paradigm shift in the boundaries of public administration in graduating from one theory to another. Advances from the era of Woodrow Wilson to new public management differed in the way they looked at the engrossing problems of administration and the solutions they prescribed. The focus of analyses in all these theories from Wilson to New public management is either on inter-institutional or on intra-institutional relationships. This paper tries to understand bureaucracy from an historical perspective and also discuss the framework or approach to study bureaucracy the focus being on the institutional factors and human resources of the administrative structure. The framework of analysis to be discussed is a combination of institutional and socio-psychological approach to uncover the influence of institutional environment and individual behavior on the functioning of bureaucracy.*

## **Introduction**

In the context of liberalization, the State has the role of facilitating the interaction between government and market. During the 1980s, state ownership of productive enterprises came under strong attack because state owned enterprises in developing countries were been criticized as economically inefficient, lacking in innovation, erratic in deliveries and suffering from political interference in the management of production and distribution. Consequently, the advocates of the free market, private property and free enterprise came to dominate key positions in the economic world. But this vigorous privatization accompanied by liberalization was considered to benefit the rich at the expense of the poor concentrating wealth in fewer hands without the State performing an income redistribution function. In this scenario, the merits of NGO services, private enterprises and their relationships with government following decentralization, institutional development, governmental initiatives and citizen participation were recognized. Here, institutional

development is seen as a necessary step for the success of decentralization programme. It refers to the capacity of institutions to plan appropriate policies, manage their responsibilities effectively and to respond to other institutions flexibly when problems arise. This placed the bureaucracy at the centre- stage of development. Administrative reforms were initiated to eradicate the maladies of bureaucracy and enhance the efficiency of bureaucracy by focusing on the capacity of institutions to be innovative in the way they produce organizational responses in both the public and private sectors of the economy and in local society generally to the demands generated by development. Decentralization has a salutary effect on the bureaucracy in the third world. It helps to bridge the gap between the people and administration creating conditions for administrative responsiveness. In this process, bureaucracy can play the role of a facilitator, co-ordinator, advisor and motivator. Bureaucracy is supposed to implement the development policies keeping in mind the political philosophy of the government. Bureaucracy facilitated by the role as conceived in the legislations, rules and orders and also enthuses people to speak and initiate their programmes through empowering them. Planning in a capitalist society apart from scarcity of funds, calls for some expertise and co-ordination of activities which has to be fulfilled by bureaucracy. At the same time, it also enters into programmes of its own. They can advise people, co-ordinate the developmental activities and help political machinery to sort out problems concerning prioritization of schemes. In this wide array of functions to be performed in the changing times, bureaucracy being the executive apparatus of the State, gets engaged with the demands and aspirations of the new socio-economic challenges that are entrusted to it with a true spirit of public welfare. As this set of complex tasks has to be performed, efficiency in bureaucracy is a vital input. Hence, the concept of efficiency has been an intriguing issue for intellectual quest from Wilson's politico-administrative dichotomy to the present theory of New Public Management.

## **Changing Approaches in Analysis of Bureaucracy: A Historical Overview**

The study of public bureaucracy promotes proper understanding of the government and its relationship with the society. It also provides an opportunity to improve managerial practices in the working of public bureaucracy to bring in effectiveness and efficiency in the delivery of their services. The study of bureaucracy as an academic exercise evolved over a period of time. As Golembiewski observes, the paradigms of public administration may be understood in terms of its locus or focus. Accordingly, the first paradigm of public administration defines- the spheres of politics and administration; the second paradigm focuses on studying the principles of administration; the third paradigm focuses on the organizational behavior through an inter-disciplinary approach of sociology and social psychology; fourth paradigm represents the organizational development in adopting managerial methodologies. This development in the study of bureaucracy springs from social psychology, democratic values of bureaucracies, self actualization of individual members of organization etc. Such sustained intellectual activity in all the changing paradigms of public administration focuses on enhancing efficiency by applying new approaches and management techniques. In this section, different approaches to study public bureaucracy are discussed to understand the changing focus to address efficiency in the administration.

### **Foundational Approach**

Efficiency in bureaucracy refers to the ability of the administrative apparatus to fulfill the given objectives with the optimum use of resources. Wilson's theory of 'politico-administrative dichotomy' argued for administration which is devoid of politics. Historically, policy making was considered as the prerogative of the political machinery and policy implementation vested with the permanent executive. It was held that setting up exclusive spheres of powers and responsibilities between political and permanent authorities leads to efficiency in administration. Later, in the same vein, Frank.J.Goodnow (1900) also emphasized that 'Politics has to do with policies or expressions of the State will, while

administration has to do with the execution of the policies'. The advocacy by these theorists laid the basic guidelines for the public administration to function efficiently. But this view was criticized on the count of functioning of administration cannot be understood neutrally excluding politics because the directions for the functioning of administrative apparatus is given by the political authority and there is unavoidable relationship between politics and administration. Even though these theories were refuted, future theories were built on the foundation of this approach and that led to the era of scientific management school.

### **Structural Approach**

The scientific management school initiated the structural approach to analyze bureaucracy. It emphasizes methods and principles of management. The basic tenet was that there exists the best way to do a particular job which can be found out through systematic research. Structural approach emphasized that scientific methods should be applied in selecting workers, in determining their jobs and in creating understanding between management and workers, and that would improve efficiency. This era of structuralists gained significance with the systematic study of bureaucracy by Max Weber (1947). He viewed bureaucracy as an administrative organization with a set of rules governing action or behavior to accomplish its set goals in an efficient and effective manner. He advocated 'Rational and Legal bureaucracy with intrinsic characteristics like division of labor, hierarchical arrangement of offices, written rules and regulations, impersonality, career pattern and others. This ideal type of bureaucracy by Max Weber was discounted for not giving attention to various dysfunctions resulting from socio-psychological dimensions in the bureaucracy. Robert.K.Merton criticized it on account of its unnecessary emphasis on written rules and regulations which kills the individual enterprises and initiatives. He held that when rules and procedures for maintaining absolute discipline becomes an end instead of means, it negatively affects upon the personality of an individual working in an organization.

The legacy of structural approach was carried forward by other key exponents like Fayol, Gullick and Urwick. Fayol (1949) developed principles concerning functions of management and structuring of organization were considered as basic principles for all human organizations. Luther Gullick built upon this list of principles and coined the famous acronym "POSDCORB" namely, planning, organizing, staffing, directing, coordinating, reporting, and budgeting. Apart from these principles, Urwick and Gullick together laid stress on line and staff principle, span of control, principle of departmentalization and others. This structural approach is based on the premise that organizational structure efficiently arranged and managed by the above mentioned structural principles and managerial methods would lead to rational efficient administration. This scientific / structural approach was also criticized for not taking into account the factors external to the organization for eg. trade unions, socio-economic environment, political culture and so on. The situational or external factors referred to may stand in the way of proper coordination of the personnel in the administration. The most strident criticism came from the behavioral theorists for treating individuals working in an organization as lifeless tools whose basic concern is to merely accomplish the organizational tasks assigned to them. This lacuna of overlooking the psychological factors and motivating factors of individuals gave way to the birth of behavioral revolution to analyze the bureaucracy.

### **Behavioural Approach**

The human relations approach or behavioural approach is a response to the drawback of the structural approach which is lacking sensitive orientation in addressing the issues pertaining to the individual and group behavior in the organization. The first behavioral approach that is the Hawthorne experiment was initiated by Elton Mayo and a group of researchers. They led an investigation into the human element of work and working conditions at Hawthorne plant of Western Electric company and observed that human willingness to work depends upon the social informal relationship between the employees. The main exponents of

this approach are Chester Bernard, Herbert Simon, Maslow, Herzberg and others. Pradeep Sahani (2003) has given the essence of this approach in two points. 1. Organization situation should be viewed in social as well as in economic and technical terms 2. The social process of group behavior can be understood in terms of clinical method analogous to a doctor's diagnosis of the human organization. This intellectual stream of thinking among behavioral theorists generated awareness on the decisiveness of human behavior with regard to the process of decision making in public administration.

The human relation approach was criticized for being management biased in favour of management in advocating that all the problems would be solved if management uses human relation techniques. Scholars (William.F. Whyte, Blendix Blauner) pointed out that it totally disregarded the role of its formal structure, technology and conflict. They argued that the type of technology used by the organization and the design of its formal structure plays a significant role in its patterns of human relations. Recognition of the inadequacies in this approach and the problems encountered by developing nations with respect to inefficient administration during the 1950s and 1960s, made scholars to think in new directions and to recommend plausible theories for better results.

### **Contingency Approach**

As a result, Contingency approach came as an offshoot of behavioral theory. This theory stressed both the leadership behaviour and the organizational context. This theory emphasized that there cannot be fixed prescription for the best way of management. The efficiency of an organization is contingent upon various variables like work environment, resources, leadership, decision making, strategies, technologies, employees and employer relationship, task structure and others. The central idea of this theory is, organizational context differs from organization to organization; therefore, changing contexts demands changing style of leadership and decision-making. Thus the efficiency

of an organization is a function of the changing style of the leader in accordance with the changing task structure and leader member relationships. The important theorists in this stream are Fiedler, Hersey & Blanchard, Vroom & Yetton and others. Fiedler's model of contingency is the result of interaction between style of the leader, task structure and leader-member relations. The Hersey-Blanchard theory is based on the amount of direction and amount of socio- emotional support the leader must provide in a given situation to the followers to achieve greater productivity in the organization. Another important theory in this stream, that is House's Path-goal model advocates that the efficiency of the organization is the outcome of the leader's capacity to respond to the two contingency variables, namely environment (includes task structure, control system authority and work culture) and subordinate characteristics (include assumptions of the employees it could be positive or negative). The research from these theorists demonstrates that performance of an organization is influenced by the leader's response to the employees and work setting. These theories put forth that the efficiency of an organization increases depending upon the leader's response to the demands of the environment.

### **Managerial Approach**

As it is proposed in the contingency theories, it is the combination of human behavior and its management that makes an organization to progress. Therefore, the post behavioral cum contingency approach started concentrating on new areas like marketing, informal structure, cost effectiveness, power devolution, public – private partnerships and so on. Realizing the importance of good governance and development in the information technology, administration was recommended to be given the touch of managerial perspective in a substantive manner. Thus the New Public Management approach was introduced in the 1980s and attempted to achieve four major objectives to bring in efficiency in administration. They are 1. Cost effectiveness 2. Effective improvement of quality 3. Rendering services to the satisfaction of citizens 4.

Involvement of private sector, N.G.Os and civic agencies. Because of the new expectations in the era of globalization, managerial approach was suggested to the public bureaucracy besides developing anti-hierarchical and anti-bureaucratic paradigms to achieve greater efficiency in the delivery of services. In addition to this there has been an attempt to refine the existing techniques of management and development of new approaches for better understanding of the factors influencing the efficiency of an organization. It is in this context the present paper puts forth an inter-disciplinary approach to understand the factors influencing efficiency of bureaucracy in the following section.

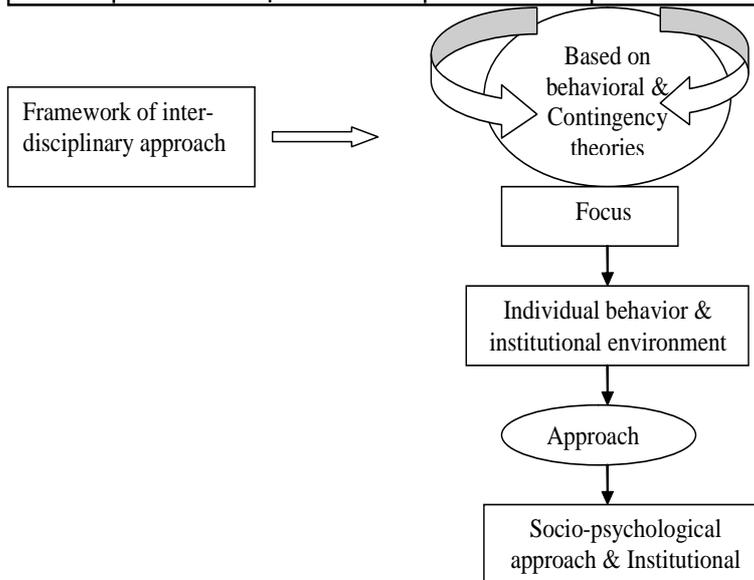
### **Need for Inter-Disciplinary Approach**

Analysis of various theoretical perspectives reveals that attempts have always been made to improve administration in accordance with the changing times to get better and better results. In spite of the best attempts, there have been lacunae in the functioning of administration; therefore there is a need for an interdisciplinary approach to analyze the factors affecting the efficiency of bureaucracy. Efficiency of bureaucracy as an institution depends upon two important factors - institutional factors and the human resource constituting it. It is obvious that bureaucracies in developing countries operate in a prescribed environment because of its nature as a public body, as well as a formal organization. Efficient administration is also affected by the beliefs and attitudes of the bureaucrats as they are instrumental for the successful formulation and implementation of development plans. On the one hand, institutional structure facilitates and also hinders the working of bureaucrats because every policy and programme should be implemented within the prescribed institutional framework; on the other hand, its policy execution depends upon the inherent abilities and attitudes of bureaucrats. Therefore, there is a need to analyze both the institutional factors and behavioral factors that affect the efficiency of bureaucracy and the framework of analyzing these two crucial factors is explained in the following section.

In this framework, it is the institutional factors and the human behavior (specifically personnel at top hierarchy) is considered to crucially influence the efficiency of public organization. Persons at the top level of hierarchy by virtue of their position, power and authority have greater scope to influence the policies and programmes. They play the most critical role and are instrumental in the implementation of the policies (Bhandarker and Singh, 2000). But highlighting the importance of human resource, it should not head to undermining the significance of institutional environment. As it is reiterated by Herbert Simon "Organizational environment provides those in responsible positions the means for exercising the authority and influence over others by structuring communications; it determines the environments of information in which decisions are taken. We cannot understand either the input or output of the executive without understanding the organization in which he or she works". Therefore, there is a need to consider the contribution of human behavior and the environment during the analysis of the efficiency of bureaucracy. As the study of human behavior is both complex and intricate subject, the framework of the analysis is restricted to understanding the personality attributes / specificities and its influences on the individual behaviour. In the case of institutional environment only internal institutional factors like formal hierarchical structure, communication process, interaction and influence between superiors and subordinates and control process are considered. Therefore, a methodology which is a combination of both institutional approach to study the institutional factors and the socio-psychological approach to understand the specificities of individuals is applied in the analysis.

### Framework for the Analysis

Theories	Foundational Theories	Structural Theories	Behavioral Theories	Contingency Theories
Focus	Total administration	Structural aspects of administration	Human resource of administration	Environment of administration
Approach	Analyzed the relationship between politics and administration	Analyzed the principles and processes of administration	Analyzed the psychological aspects of individual and group behavior	Analyzed the organization behavior as contingent of the organization situation/context



## **Analysis of the Individual Behavioural Specificities**

Analyzing the behavioral specificities of an individual who successfully leads an organization has been the focus of leadership theories. Leadership can be defined as the capacity to lead and give guidance or direction to the followers. Leadership is the potentiality to lead the followers towards a goal, vision or objectives of the organization. It is a role to be performed with dedication, talent, initiative, innovativeness, entrepreneurial drive and persuasion to strive towards a common output. Many theories have been developed over a period of time describing the various characteristics of leadership. The progression of thinking in every generation of scholars has added to the overall debate on leadership right from Trait theories to Transformational theories and that debate still continues. Effectiveness of leaders has been analyzed by various theories focusing on leadership and change, building vision and empowering followers. The literature of leadership over the past eighty years is divided into four main generations of theories. 1. Trait theories, 2. Behavioral theories, 3. Contingency theories, 4. Transformational theories. However, these four formations can be seen as sharing some common qualities and also some variations.

## **Trait Theories**

Surveys of trait research identified personality characteristics that appear to differentiate leaders from followers. Stogdill (1948), Mann (1959), Gardner (1989) and others in their line of research have listed some specific traits like intelligence, task competence, motivational skills, and decisiveness and so on. But the researchers in trait theories often stressed that there was a definite set of characteristics that make up a leader irrespective of the situation. However, they minimized or downplayed the impact of the situation. Later scholars tried looking at combinations of traits that suit a particular situation. Sadler (1997), while pointing out the significance of the adaptation of leadership qualities according to situations commented that Trait researchers thought that the same traits would work on a battle field and also in the staff room of a school and ignored the impact of the situation. This lacuna of trait theories led to the behavioral theories of leadership.

## **Behavioural Theories**

Scholars in the 1950s and 1960s started looking at what leaders did and how they behaved within organization. Behavioural patterns of leaders were grouped together and labeled as styles. This became popular in the managerial world as Blake and Mounton's Managerial Grid (1964; 1978) which identified various types of managerial leadership based on concern for production coupled with concern for people. The four main styles that appeared are concern for task, concern for people, directive leadership and participative leadership. Of all four styles, the effective manager is said to have participative leadership style. But it was recognized that this style may be difficult to implement in some work situations. This stream of thought was also criticized for not recognizing the effects of the work environment and that led to the development of situational theories.

## **Situational / Contingency Theories**

Researchers began to turn to the contexts in which leadership is exercised and towards the needed changes in leadership styles according to changing situations. Fred Fiedler developed a contingency or situational theory of leadership. Fiedler postulates that three important situational dimensions are assumed to influence the leader's effectiveness. They are leader-member relation, task structure and position and power. This theory placed prime importance to situation and argued that people who are able to develop an ability to work in different styles would prove to be effective leaders. Hersey and Blanchard (1977) identified four distinctive leadership styles that could be adopted with the contrasting situations. They formulated these four types; 1. Telling 2. Directing 3. Participating 4. Delegating. In this same stream of thought Vroom and Yetton describe that leaders can make decisions and guide their followers in determining the extent to which subordinates should participate in decision making. Vroom yetton jago leader participation model relates leadership behavior and participation to decision making and proves a set of sequential rules to determine the form and amount of participation in decision making

process in different situations. In the same line of thought, Robert House developed Path goal theory based on the Expectancy theory of Motivation. It is based on the precepts of goal setting theory and argues that leaders will have to engage in different types of leadership behavior depending on the nature and demands of the particular situation. All these scholars mentioned above analyzed leadership as the styles that leaders can adapt to those they are working with and the environment. Hence the central idea of contingency approach is that effective leadership is dependent on a mix of factors like subordinate and superior relationship, task structure, position, power, person's ability to adapt to given context. But need was felt to analyze the effectiveness of the leader beyond situations.

### **Transformational Theories**

Transformational theories possess a comprehensive approach towards leadership. This theory put forth that transformational leaders are the ones who strive to change or transform followers to transcend their own short term needs for their longer term self development, good of the team, organization and society. Transformational leadership theory blends both the trait theory and behavioral theory of leadership. This theory put forth that effectiveness of leadership lies in the flexibility, innovativeness with appropriate orientation in defining tasks and managing interpersonal relationships in the organization. Since the publication of James McGregor Burns book 'Leadership' in 1978, viewing the leader as transformational rather than transactional leader became the focus of a great amount of leadership research. Burns (1978) believed that leaders were either transactional or transformational. However, seven years later Bernard Bass (1985) proposed that both types of leadership are necessary and that transformational leadership actually enhances transactional behavior. The Transformational theory of leadership advocates the following qualities of leadership;

1. Charisma (Idealized influence); Leaders should be strong role models and make others to follow their vision.

2. Inspirational Motivation: They should be inspiring or motivating with informal relationships and communicate high expectations and use emotional appeals.
3. Intellectual Stimulation: They should develop innovative ways of problem solving.
4. Individualized Consideration: Leaders should pay attention to employees and assign tasks more effectively so that it helps both the organization and employees to progress.

As the Transformational theory of leadership proposes, it is important for the organization to have public welfare measures and for this there is a need of leaders with specialized traits, with appropriate orientation, charisma, ability to define tasks and to manage the interrelationships in the organization

All the above said theories have focused on different facets of personality. The specificities of the personality can be understood with the help of instruments like personality inventories rating scales, observation methods etc. In this context, personality inventory, namely MBTI (Myer-Briggs Type indicator) can be used. It is essentially a questionnaire in which the persons reports his reactions. It measures a single dimension of personality or several personality traits simultaneously. MBTI as a personality inventory reveals how a person perceives a situation and decides on a course of action because these two govern the large portions of individual's behavior. Perception determines what people see in a situation and their judgment determines what they decide to do about it. The main objective of the MBTI is to identify four basic preferences: 1. Extraversion & Introversion preference 2. Sensing & Intuition preference 3. Thinking & Feeling preference 4. Judgment & Perception preference. As the MBTI categorizes individuals into different personality types, it is helpful to locate the dominant qualities found in him or her and also allows understanding the interaction between the four preferences and the individual's orientation towards the outside world.

## **Understanding the Personality Preferences of the Individuals**

The essence of Jung's comprehensive theory of Psychological Types, on which MBTI is based, on the belief that everyone uses four basic mental functions or processes which are called Sensing(S), Intuition(N), Thinking(T) and Feeling(F). Individual personalities differ only in the priorities they give to each function and in the attitudes - Introversion (I) and Extraversion (E) in which they typically use each function. MBTI contains four separate indices. Each index reflects one of the four basic preferences and these preferences are described as follows:

- ◆ The index reflecting the attitudes of the person is referred to as Extraversion and introversion preference.
- ◆ The index reflecting the processes of perception is referred to as Sensing and Intuition preference.
- ◆ The index reflecting the processes of judgment is known as Thinking and Feeling preference.
- ◆ The individual's style of dealing with the outside world is reflected by Judgment and perception preference.

Extraversion & Introversion index: It is designed to reflect whether a person is an extravert or an introvert. Extraverts are primarily outward looking, thus they tend to focus their perception and judgment on people and objects. Introverts are primarily oriented toward the inner world thus they tend to focus their perception and judgment upon concepts and ideas.

Sensing & Intuition index: It is designed to reflect the person's preference between two opposite ways of perceiving; one may rely primarily upon the process of sensing which reports observable facts or happenings through one or more of the five senses or one may rely more upon the less obvious process of intuition which reports meanings, relationships or possibilities that have been worked out beyond the reach of the conscious world.

Thinking and Feeling preference: It is designed to reflect a person's preference between two ways of judgment. One may rely primarily on thinking to decide impersonally on the basis of logical consequences or a person may rely primarily on feeling to decide on the basis of personal or social values.

Judgment and Perception preference: It is designed to describe the process a person uses primarily in dealing with the outer world. A person who prefers judgments reports a preference for using a judgment process for dealing with the outer world. A person who prefers perception reports a preference for using a perceptive process for dealing with the outer world.

### **Effect of Preferences on the Individual Personality**

Extraversion preference: For persons oriented towards an extraverted attitude, attention seems to flow out or to be drawn out to the objects and people of the environment. These persons may develop characteristics like awareness and reliance on the environment for stimulation and guidance; an action-oriented, impulsive way of meeting life; frankness; ease of communication or sociability.

Introversion preference: Persons oriented towards an introverted attitude, draw energy from the environment and consolidate their position. The main interests of the introvert are in the inner world of concepts and ideas. They develop characteristics like interest in the clarity of concepts and ideas; reliance on enduring concepts more than on transitory external events; a thoughtful, contemplative detachment and enjoyment of solitude and privacy.

Sensing preference: Sensing refers to perceptions observable by way of the senses. Because senses can bring to awareness only what is occurring in the present moment. Persons oriented toward sensing perception tend to focus on the immediate experience and often develop characteristics associated with this awareness such as enjoying the present moment, realism, acute powers of observation, memory for details and practicality.

Intuitive preference: Intuition refers to perception of possibilities and relationships by way of insight. Intuition permits beyond what is visible to the senses, including possible future events. Thus persons oriented toward this preference focus beyond what is visible to the senses including future events. They develop characteristics that can follow from emphasis on intuition and become imaginative, theoretical, abstract future oriented and creative.

Thinking preference: Thinking is the function that links ideas together by making logical connections. Thinking relies on the principle of cause and effect and tends to be impersonal. Persons primarily oriented toward thinking may develop characteristics associated with thinking such as analytical ability, objectivity, concern with principles of justice and fairness, criticality and an orientation of time.

Feeling preference: Feeling is the function by which one comes to decisions by weighing relative values and merits of the issues. Feeling relies on an understanding of personal values and group values; thus it is more subjective than thinking. People oriented toward feeling make decisions by attending to what matters to others, they have understanding of people, concern with the human as opposed to the technical aspects of problems, a need for affiliation, a capacity for warmth, a desire for harmony and a time orientation that includes preservation of the values of the past.

Perceptive Preference: Persons who characteristically live in the perceptive attitude seem in their outer behavior to be spontaneous,

curious and adaptable, open to new events and changes and aiming to miss nothing. They use either the intuition or sensing preference for exercising this function. These persons tend to be open, curious, interesting and spontaneous.

Judging preference: Persons who have the judging preference use either the thinking or feeling to exercise their judging preference. Their perception tends to be shut off as soon as they have observed enough to make a decision. This attitude is concerned with making decisions seeking closure, planning operations or organizing activities.

MBTI as a personality inventory reflects characteristics of a personality influenced by the preferences which he or she possesses and also reflects the interaction between the preferences and individual behavior. The preference of individual person for each index ( E & I, S & N, T & F, J & P) is independent of preferences for the other three indices, so that the four indices yield sixteen possible combinations called "Personality Types" denoted by the four letters of the preferences (ESTJ, INFP ) as given below.

**Table 1: PERSONALITY TYPES**

ISTJ	ISFJ	INFJ	INTJ
ISTP	ISFP	INFP	INTP
ESTP	ESFP	ENFP	ENTP
ESTJ	ESFJ	ENFJ	ENTJ

Source: MBTI Manual 1985

Based on the preferences, individuals may belong to one of the sixteen types as given above. These sixteen personality types are based on the theory of psychological types of Carl Gustav Jung. It infers that the kind of excellence toward which every individual is headed will be determined by the inborn preferences that direct them. The essence of Jung's comprehensive theory that is related to personality types is the belief

that everyone uses four basic mental functions or processes which is called Sensing & Intuition, Thinking & Feeling, Judgment & Perception and Extraversion & Introversion. The sixteen types derived from the combination of the above mentioned four preferences differ only in the priorities of the persons to each of the preferences. Personality types mentioned in Table - 1 is denoted by the letters expressing the preferences of the respective person (Extraversion (E), Introversion (I), Sensing (S), Intuition (N), Thinking (T), Feeling (F), Judgment (J) and Perception (P) Persons belonging to any one of the sixteen personality types may possess the following characteristics.

**Table 2: Characteristics frequently associated with each personality type**

ISTJ Earn success by concentration & thoroughness, practical, orderly, matter of fact, logical, realistic	ISFJ Responsible, conscientious, devoted, stable, thorough, perceptive towards humane aspects of work, loyal	INFJ Succeed by perseverance, originality & desire, forceful, conscientious, concern for others, firm, principled	INTJ Original minds & great drive for their own ideas & purpose, fine power to organize a job, independent, skeptical, critical, determined, stubborn
ISTP Observant interested in cause and effect of the work, mechanical in their work, good in organizing job more logically with facts.	ISFP Sensitive, modest about their abilities, often loyal followers, enjoy present moment, not haste in their actions	INFP Enthusiastic, good learners, independent, sociable little concerned with possessions or physical surroundings	INTP Enjoy theoretical pursuits, like to solve problems with logic and analysis, interested in new ideas, have sharply defined interests

ESTP Good in problem solving, adaptable, tolerant conservative in values, enjoy their present moment, best in accomplishing the task that is workable	ESFP Easy going, good in remembering facts, are best in situations that need sound common sense & practical ability with people as well as with things	ENFP Ingenious, enthusiastic, imaginative, quick with a solution for any difficulty and ready to help anyone with a problem, often rely on their ability to improvise instead of preparing in advance.	ENTP Ingenious, alert & outspoken. Resourceful in solving new and challenging problems, apt to turn to new interest after another, skillful in finding logical reasons for what they want.
ESTJ Practical, realistic, matter of fact, good in organizing activities, more concern towards technical and mechanical aspects of work	ESFJ Warm hearted, conscientious, born co-operators, good in creating harmony, main interests in things that are directly visible & affect people's lives	ENFJ Responsive, responsible, generally feel real concern for what others think or want, can present a proposal or lead a group with ease & tact	ENTJ Decisive, frank leaders in activities good in public speaking, and reasoning, well informed, positive and confident.

(Source: MBTI Manual 1985)

This behavioral analysis using a psychological approach can give us a better understanding about the individual's preferences and their influence on his or her performance. But by highlighting only the behavioral specificities, we cannot ignore the influence of institution since administrators do not work in a vacuum or isolation. Therefore, it is necessary to understand the "situation/context" in which administrators function. As Contingency theory reiterates behavior cannot be understood in isolation without taking into account the situational factors and circumstances surrounding the actors. This theory argues that an

effective leadership style varies according to context and there should be compatibility between the environment and the preferred or adapted style of a leader, and this will result in efficiency or inefficiency of an organization. Therefore, it is necessary to look both at the institutional factors and behavioral factors of the organization. Some of the important institutional factors that can influence an individual's performance are motivational factors, interaction and influence process between superiors and subordinates, communication process, control process, formal structure and so on.

### **Understanding the Institutional Factors and their Influence**

Efficiency in public organization or bureaucracy is a matter of vital importance because it affects the larger group of the people in society. The service delivered by public bureaucracy depends on the internal state or system of the organization. This internal state of an organization is defined by the boundaries set which facilitates the organization to work in accordance to the society's expectations. Within the given boundary of the institutional structure, an organization has to deliver the services to their best ability. There are various institutional processes like hierarchical structure of authority, communication networks, formal authority, interaction between superiors and subordinates, control function etc that define and influence the functioning of an institution.

### **Hierarchical Structure**

Public organization or bureaucracy is formed to achieve collectively the given public purpose. This entails mutual adaptation of behavior on the part of all members in the organization. The behavioral patterns and actions of persons working in the complex organization are coordinated by allocating the powers and responsibilities among different levels in the organization to achieve a public purpose through collective efforts. Creating hierarchies tells people what they are expected to do and also what others are expected to do. In a public organization work is divided into micro components into different levels of hierarchy. In order to

fulfill public objective needs the various levels of hierarchy need to co-ordinate and co-operate with one another to carry out the allocated responsibilities. Therefore, decision making in large organization is a complex process involving numerous means and goals and also involving different levels of organization to implement given policies. An effective administrator in an organization has to have the skill to handle the inter-relationships between different levels of hierarchy that provide him with the logistic support for accomplishing a collective goal.

### **Formal Structure**

Formal structure or formalized rules are the internal regulations and standard operating procedures legally binding and have a major impact on the collective behavior and processes of the administration. It is an efficient means of coordinating complex activities. It defines or establishes the standard rules, duties and behavior for each position in the organization. Formulation of formal rules helps individuals to mutually adopt their behavior to coordinate themselves with group behavior. Formal structure helps an administrator to handle the repetitive or routine situations through operating under extensive, elaborate and inclusive rules. But unpredictable situations faced by the organization will be operated by the discretion of an individual decision maker and less likely by the rules. Therefore, an administrator should skillfully handle an unforeseen situation with his individual ability and should take appropriate decision in a given situation by striking a balance between the discretionary powers and formal authority.

### **Communication Network**

The communication network is the life canal to an organization. Different channels of communication transmit information across different levels of hierarchy. Formal channels of communication are vertical in nature following the hierarchical lines of the formal authority structure and it is also supplemented by horizontal communication that is communication between peer group and also the informal channels of communication between all levels of hierarchy. The actions of large number of persons

in the organization are effectively coordinated by the constant back and forth flow of information among the members. Therefore, communication network should be designed in such a way that there should neither be wastage of time and resources through excessive communication nor insufficient information for making decisions. The reason for this is, each official has only a limited time to absorb, assimilate and use the information for his decision making activity. Therefore, the ability of the administrator and his communication skills will influence the way he handles the communication networks in the organization and uses the available information. Hence an official must effectively use skills to manage the communication networks so that he receives adequate and accurate information at a given period of time as it will determine the qualitative outcome of his actions.

### **Interaction and Influence Process**

In a complex large hierarchical organization the most intricate variable is superior-subordinate relationship. The authority of a superior can be defined as an attribute of one's own position such as the capacity to make rules, give orders, and formulate policies etc. Subordinates define authority in terms of capacity, expertise or skill to do the work. An official constituting a superior position has innumerable tasks and responsibilities to fulfill. His work load is eased by his immediate subordinates. The range of activities the superiors have to undertake will be very broad and it will have various facets (some may be unfamiliar areas for an official). Superiors will be assisted and supplemented by the expertise and information gathered by his subordinates. The activities of a superior official will mainly depend on the data assembled and submitted by his subordinates. Therefore, there should be proper co-ordination and interaction between the superiors and subordinates in the arena of work. This effective interaction and influence between superiors and subordinates not only depends on the officials powers and authority to command and extract work from his subordinates it largely depends on the informal relationship that he has with his subordinates to influence and lead them towards a collective effort.

## **Control Process**

Control processes in public organization is very important because it regulates the behavior of the larger group of men (subordinates) who assist the needs of the smaller group (superior officials) to strive towards the common goals. The steps in the control process include issuing a set of orders by the top officials, evaluation of performance through confidential reports, monitoring of the performance, disciplinary actions and so on. If these activities are carried out with stringent action, that can reduce the distortion of behavior of subordinates when it deviates from the set standards of performance. But as it is put forth by Maslow's theory of motivation and Skinner's theory of motivation, it is the positive inducements like praise, rewards, work environment, esteem needs, social and psychological needs that reinforce employees' performance rather than negative punishments. Therefore, it is the responsibility of the superior officials to act as a role model and motivate the followers in the right direction and bind them towards a collective vision. If there is effective monitoring and evaluation of performance of subordinates, greater efficiency will result in carrying out their responsibility.

These above institutional variables will give us an understanding about the institutional environment and its influence on the functioning of administrators to give their best according to their best ability in the given institutional structure. According to Likert (1963), the capacity of an organization to function will depend both upon the quality of its decision making processes and upon the adequacy and accuracy of the information used. Therefore, the quality of decision making is determined by the relationship of superiors and subordinates, level or extent of information flow through formal and informal channels of communication, extent of motivation in personnel, control mechanisms to regulate the effective co-ordination of personnel and nature of the decision making process. Hence an attempt to understand the institutional variables will give enlightening answers to the query of how far an official is influenced and co-ordinates the environment in which he functions? Although there

is an assumption that actions of individuals depend upon the in-built qualities of the respective persons to a certain extent they are also influenced by the environment in which they exist as it is binding on their performance. Therefore, this methodological approach, which is an integration of a socio-psychological approach and institutional approach, gives us an idea about the personality attributes of an individual and throws light on the institutional processes and its effects on the functioning of bureaucrats and in turn on the bureaucracy. How different personality types respond to the above mentioned institutional structure is illustrated below through cases of three personality types.

### **Personality Types and their Response to Working Environment**

To understand the effect of personality preferences on the individual performance and its effect on the efficiency, three cases are selected here from the sample survey of administrators undertaken in Karnataka. (The identities of the administrators explained in the cases are not disclosed in order to maintain anonymity). These three cases belonging to three different personality types (based on MBTI personality classification) reflect the effects of individual preferences on the common institutional environment. Case No.1 and Case No. 2 belong to introvert preference but their introversion preferences are supported by two different functions. Case No.1, 'Introversion' preference is supported by 'Intuition and thinking' preference and in Case No.2; 'Introversion' preference is supported by 'sensing and thinking' functions. However, case No.1 and 2 have 'introversion' as their orientation towards outer life. Their supporting function is different consequently their perceptive preference will show different characteristics and these differences are discussed in the following sections while explaining the cases. Case No.3, has 'Extraversion' preference as their orientation towards life and it is supported by 'sensing and thinking' functions. This difference in supporting functions will bring in change in their perceptive and judgment preference.

### **Case No.1**

The administrator interviewed was secretary to government in the Secretariat of Karnataka. He has held different strategic positions in the secretariat and directorate of Karnataka. This person belongs to a personality type INTJ (Introverted Intuition with Thinking) which responds to the environment in a specific pattern. Persons with 'introversion preference' are interested in the idea behind their job because introverts are energized and powerfully directed by their ideas. They would like to think a lot before they act and tend to be careful with details, this characteristic pause before action gives them time to study and categorise a new situation. Therefore the action taken will make sense in the long run. As these persons are dominated by intuition, they are by nature initiators, inventors and promoters and original, quite indifferent to what other people do and have and are very independent of their physical surrounding. They are intensely individualistic and are driven by their inner vision of the possibilities. They are relentless innovators and are deeply discontent in a routine job that offers no scope for inspiration because usually they have original minds and great drive for ideal purposes. Therefore, they are interested in pioneering a different trail from that found along the beaten path. Besides, they are also most independent of all the personality types. In their institutional environment they like to solve problems. They take less time to solve any problems as they have better understanding to organize a job and carry it through with or without help. They do not like the work that necessitates sustained concentration on sensing and are impatient with routine details, but are, at same time, patient with the complicated situations, since they prefer the joy of enterprise and achievement, usually paying little or no attention to the art of living in the present. They are gifted with a fine insight into the deeper meaning of things and with a great deal of drive. They admit to consciousness only the impressions related to the current inspiration and being imaginative at the expense of observation. They are probabilistically closer to success. Because of this, they contribute to the public welfare by their inventiveness, initiative, enterprise and powers of inspired leadership in every domain of human interest. They have some problem

with communication because of not harnessing the usage of 'extraversion preference', they reach conclusion quickly due to the usage of sensing preference and are always in danger of being fickle, changeable and lacking in persistence, unless balance is attained through development of the process of judgment.

### **Case No.2**

Administrator interviewed was principal secretary to government. Persons with ISTJ (Introverted Sensing supported by Thinking) emphasize logical analysis and decisiveness. . Persons with introverted sensing types are dependable with their combined preferences. They use their sensing preferences and they base their ideas on deeply and solidly accumulated stored impressions. They are subtle and impenetrable in the world of ideas and are intense and passionate and guard their emotions carefully as high explosives. Therefore, they are outwardly matter of fact inwardly inclined to making extremely individual responses to their sense impressions. They are by nature pleasure lovers and consumers, loving life as it is and desiring to possess and enjoy by being very observant. Hence, they are imitative, wanting to have what other people have and to do what other people do and are very dependent upon their physical surroundings. They use their kind of judgment, thinking or feeling to run their outer life. Thus they have a complete, realistic practical respect both for the facts and for whatever responsibilities these facts create. Their preference for sensing function provides them with facts. They like everything kept factual and stated clearly and simply as they have great capacity for perception of details and for practical evaluations based on them. So, they are patient with routine details and seldom make errors of fact and tend to be good at precise work. The interaction of introversion, sensing and the judging attitude gives them extreme stability. They do not enter into things impulsively but once in, they work more steadily with an established way of doing things and usually reach conclusions very systematically. They are very hard working, most practical and enjoy using skills already learned more than learning new ones. Thus, they look for past precedents to solve present problems rather than finding their own way. They are always in danger of being frivolous, unless balance is attained by developing a judging process. They should use

their thinking process to make decisions and should use their perception to understand the sensitivity of the people around them. If they use these two preferences, they may become generous administrators.

### **Case No.3**

The administrator interviewed was managing director heading the project initiated by Karnataka secretariat. Persons belonging to ESTJ personality type (Extraverted Thinking supported by Sensing) can be called the Standard Executive type. They use their thinking to run as much the world allows them to do. They are in their element whenever the external situation needs to be organized, criticized or regulated. . These persons prefer the judging attitude and they act forcefully upon the basis of their judgment. They construct a code of rules embodying their basic judgment about the world. They aim to live by those rules and consider that others should as well. Any change in their ways requires a conscious change in the rules. Ordinarily they enjoy deciding what ought to be done and giving the appropriate order to ensure that it will be done. They are most interested in the reality perceived by their five senses, they tend to be matter of fact and practical, receptive and retentive of factual details, and tolerant of routine. They try to find solutions for practical problems through discovery, classification of facts, criticism and modification of generally accepted ideas. They are the persons who are stirred mainly by new things that appeal directly to the senses; hence they are more interested in seeing present realities than future possibilities. They solve problems by expertly applying and adapting past experiences depend upon facts and regard abstract ideas as unsubstantial and of negligible importance. They are suitable for jobs where their work shows immediate, visible and tangible results. They enjoy administration and being organized, but meanwhile they tend to focus too much on logical and analytical aspects which makes them insensitive about the people behind the job. Executives of this type prefer to base plans and decisions on established facts and procedures and they do not listen to their own intuition process. They may become better administrators if they improve on their visionary, intuitive and sensitive processes and develop man-management skills.

## Conclusion

An attempt has been made to analyze the factors influencing the efficiency of bureaucracy, from a Socio-psychological and Institutional stand point. The framework adopted is based on the assumption that the action of the individual depends on the inherent qualities of the person and at the same time he is also influenced by the environment. But it is through his ability that he responds to a given situation and influences the functioning of an institution. It is through his skill or specificities that he co-ordinates the environment in which he functions and exerts his influence through his performance. Therefore, the administrator's specificities in coordinating the organizational or institutional factors and leading an organization towards the fulfillment of the collective goal can decisively impact the efficiency of an organization. The analyses of Cases help us to understand how individual specificities respond to the institutional environment and contribute its uniqueness towards their performance. Case No.1 shows that persons belonging to INTJ personality types which has introversion preference supported by intuition and thinking contribute to the public welfare by their imaginativeness, inventiveness, enterprise and powers of inspired leadership in every direction of human interest. Case No.2 emphasizes that persons with ISTJ, introverted sensing supported by thinking are realistic, practical and stable persons. Therefore, they bring in the quality of consistency to any policy matters and they are skillful in managing the existing problems by adopting established past precedents. They contribute to the public welfare through their consistency, stability and sensitivity. Case No.3 reveals that administrators belonging to ESTJ, Extraverted thinking supported by sensing are logical, analytical and practical in finding solutions to the problems. They contribute to the administration through their planning and make decisions on the basis of established facts and procedures. Therefore, this methodological approach can reflect the leadership qualities of the administrators and its contribution to the efficiency of the organization. In today's administration, even though administrators have formal authority at their disposal, their effectiveness relies more on informal authority and this flows from their personal qualities

and action. Hence, there is a need for public bureaucracies to have administrators with the ability to make sense of, and act in situations that are out of the ordinary to make it more successful in this competitive era. In this globalized world, public administration needs to have transformational leaders (mentioned in the Transformational leadership theory) to sustain the competitive edge/advantage in the competition between public and private institutions which is also emphasized by the New Public Management. So, the theme of analyzing efficiency in bureaucracy through this inter-disciplinary approach boils down to two points – “Leadership and Management of Situation”, emphasizing that efficiency of an organization depends upon the qualities and skills possessed by the leader and its effective utilization to manage the existing situation/environment. As it was rightly pointed out by C. Rajagopalachari in 1955, “Whatsoever a high placed person does, the same is done by others as well. Whatever standards he sets, the people follow. For an administration to be good and efficient as a whole, we want the right type of men. The quality of men placed in position is more important than laying down of rules and methods of operation.” Hence, this methodological approach drives home the idea that the efficiency of an organization is a function of right ordering of the people in accordance with the right roles.

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