PUBLIC ADMINISTRATION

PUBLIC OFFICE ADMINISTRATION

DR. B.R. AMBEDKAR OPEN UNIVERSITY
Hyderabad
1996 - 97

COURSE TEAM

Editor:
Prof.V.S. Prasad

Associate Editors:
Dr. P. Narasaiah
C. Venkataiah

Writers:
Prof. V.S. Prasad
Dr. P. Narasaiah
Dr. G. Srinivas Reddy
Dr. T. Yogender
Dr. M. Bapuji
Dr. I. Ramabrahmmam

Cover Design:
Chandra

Dr. B.R. Ambedkar Open University
Hyderabad.
Revised Edition : 1990

First Published, 1986
Reprint -1995

This text forms part of an Open University Course. The complete syllabus for the Course appears at the end of this text.

Further information on Open University Course may be obtained from the Director (Academic), A.P. Open University,

Printed at : SRINIVAS ART PRINTERS, Naliakunta, Hyderabad - 500 044

INTRODUCTION TO THE COURSE

Public Office Administration is a course for the Third year Public Administration students of the "Undergraduate programme of the A.P. Open University. Of late, increasing importance is being attached to the study of the administrative aspect of Public Office in most of the developing countries. This course deals with the mechanics of office administration. The topics cover a specialised area of the subject to be studied in the Final Year of the Three year Degree Course.For the sake of convenience the syllabus is divided into Blocks. Each Block consisting of a number of units covers a specific area of the subject. These units are prepared by specialists in accordance with a format so designd as to enable the student to read and understand them without much difficulty. The material is prepared in the self instructional format.

This course is divided into four blocks. The first block provides the introduction; the second discusses the Office Organisation and Management; the third is devoted to Human Resources Management; and the last block deals with the case studies.

The University hopes that this material will help the student to understand the structure and process of Administration.

COURSE III: PUBLIC OFFICE ADMINISTRATION

CONTENTS

		Title	Page No.
Block I	**Introduction**		
	Unit-1	Public Office Administration: Nature, Scope and Importance	1
	Unit-2	Principles of Office Organisation	12
Block II	**Office Organisation and Management**		19
	Unit-3	Office Environment	21
	Unit-4	Office Accommodation and Layout	32
	Unit-5	Office Machines and Equipment	42
	Unit-6	Office Services	52
	Unit-7	Forms Management and Control	63
	Unit-8	Filing System	71
	Unit-9	Office Reports and Data	79
	Unit-10	Office Communication and Correspondence	90
	Unit-11	Records Management	106
	Unit-12	Office Stationary Control	116
Block III	**Human Resources Management**		125
	Unit-13	Work Study	127
	Unit-14	Work Measurement	134
	Unit-15	Work Simplification	140
	Unit-16	Management by Objectives	146
	Unit-17	Training	157
	Unit-18	Staff Welfare	166
	Unit-19	Social System and Public Office Administration	173
	Unit-20	Office Management in Government: Some Issues	179
Block IV	**Case Studies**		185
	Unit-21	Case Study-1: Office Re-organisation	187
	Unit-22	Case Study-2: Forms Design	197

BLOCK I: INTRODUCTION

Public Office Administration which forms a part of Public Administration deals with the mechanics of Public Office Administration. Of late increasing attention is being paid to the study of the administrative aspects of Public Office in most of the developing countries. This Block Consists of two units. The Unit-1 deals with the meaning, nature, scope and also about the importance of public office as a centre of information, store house of information, supplier of information etc. Modern man is an 'Organization Man'. What an individual can not achieve can be achieved by an organization. When individuals are brought together to work collectively to achieve the common objectives they need to be placed in an orderly manner in order to avoid friction, anarchy and chaos. This will be made possible with the help of principles which are general rules or truths and which are believed as valid by administrators: In view of this, Unit-2 of this Block is devoted to a discussion of principles of Office Administration.

UNIT -1 PUBLIC OFFICE ADMINISTRATION NATURE, SCOPE AND IMPORTANCE

Contents:

1.0 Objectives
1.1 Introduction
1.2 Meaning, Definition and Scope
1.3 Office as a Centre of Information
1.4 Types of Records
1.5 Information Processing
1.6 Storage of Information
1.7 Supply of Information
1.8 Quality of Information
1.9 Classification of Office Functions
1.10 Types of Public Offices
1.10.1 Defferences between Public and Private Office
1.11 Administration of Public Office
1.11.1 As a Group
1.11.2 Qualities of the Office Administration
1.12 Importance of Office Administration
1.13 Summing up
1.14 Answers to Check Your Progress
1.15 Model Examination Questions
1.16 Reference Books

1.0 OBJECTIVES

After reading this unit you would be able to :

- define public office administration;
- explain its nature and scope;
- identify differences between public and private office; and
- describe the importance of a public office.

1 .1 INTRODUCTION

Of late, increasing importance is being attached to the study of the administrative aspects of Public Office in most of the developing countries. Another reason for the study of the importance of public office is due to the fact that the activities of the Government are expanding and the fruits of the expanded activities are made available to the people at the public office. One can think of Government without private office. but not public office. Then, what is a public office?

1.2 MEANING, DEFINITION AND SCOPE

To understand the meaning of public office administration it may be useful to know first the concept of office, then of public offices and finally the public office administration.

The office, simply stated, may be taken to mean a place of work. The concept of place of work is, however, a wider one connoting a large variety of works such as ploughing on a farm, making of earthern ware at the potter's wheel, manufacturing of shoe in a factory, burning of bricks at a kiln and host of others.

All these numerous works do not really constitute the essence of office. contrarily, offices are places which are mainly meant only for certain types of work.

One way of getting nearer to the meaning of office is to define it as a place where paper work is done. A first look at any contemporary office would make us readily agree to the above definition as indeed.

Most of the office operations are carried through the medium of paper. Paper extensively used in modern offices for a wide variety of functions like receiving, recording, storing and communication of information. But, at the same time, reducing the scope of office work to mebe paper work operations is to oversimplify the reality of the office systems. With rapid advances in science and technology several of the office functions are increasingly being carried through non-paper media such as cassettes, videos, micro-films, magnetic discs and the like. Further, going by the place of office automation it appears quite likely that by the turn of this century, paper may become, if at all, only a secondary medium for office transactions. The primacy of paper work was not there in the ancient past wherein it was carried out with non-paper sources like stone or metal inscriptions, palmyra leaves and leather materials.

Chek Your Progress - Exercise. 1

1. What is an office?

....

....

....

....

2. What is the medium of office work?

....

....

....

....

1.3 OFFICE AS A CENTRE OF INFORMATION

Another way of viewing office work is to consider it as a centre of information services. To elaborate this statement a little further, the office is a place which is engaged in rendering information services. The Information process is a conglomerate of six major activities. They are : 1) receiving information; 2) recording information; 3) processing of information; 4) preservation of information; 5) supplying Information; and 6) destroyal of information. Although these above activities do not necessarily follow a sequential order, and all or several of them may simultaneously take place in a typical office setting, they are listed in that order only for reasons of logical order.

The office receives information from different sources, in many forms and through diverse media. The information received by an office may be from the internal sources, i.e., from members and levels. Within the office organisation or it may be from outside the office. The information may be written, verbal or symbolic in form. Information may be received through auditory, vicual or audio-visual means.

Internal communication or information received from within the organization tends to be more informal than formal and more verbal than written. Auditory information may be stated as direct oral communication, say, for instance telephonic talk or a radio broadcast. Visual information includes written communications, pictures and such other things. Television viewing typifies both audio and visual communications. Meetings and conferences also come under this category. Receiving of information, in appropriate form, adequate quantity, and in the right quality is important for proper functioning of the office. An office which neglects this aspect may become dead and insensitive to the internal environment. While it is not necessary that all the information received by the office is collected within the office premises, quite a good deal of information is in fact gathered by office functionaries even from outside the office area and even out of office hours. However, organizations which are fairly large and handle high volume of information, carve out a seperate section within the office. The typical example of such an arrangment is the 'Inward Section' in the government offices. While in a few organizations this section may bear an exclusive designation like the one above, in a few others it functions as a composite section meant for receiving and supplyiong information. In this case it is known as Inward Outward section. It may be mantioned here that all the volume of information received by an office system having Inward section is not exclusively received here. It is by and large the external and be formal written communications that are transacted through this medium.

Check Your Progress - Exercise. 2

1. What are the major activities of information process?

....

....

....

....

2. What are the sources of information?

....

....

....

....

3. What do you understand by Inward' section?

....

....

....

....

1.4 TYPES OF RECORDS

A very important aspect of information relates to the medium of record. Some defined office as "a place where proper records for the purpose of control. Information and efficient and effective operations are prepared, handled and serviced". Office work has been defined as work relating to making, using and preservingg of records. The records are of many types. These are mainly three types ; script records, voice records and the audio-visual records. While the script records have a very long history the voice and the audio-visual records are more recent means of information storage and again while the last two media are being extensively used in offices in the technologically advanced affluent countries, their use is very limited in countries like India. Thus, much of the recording work in the typical office systems in India takes the shape of written paper records.

In recording the information the office is expected to use material of appropriate quality and to make the record in an intelligible form. All the office records are not required to be maintained for longer times. There are some which are to be preserved for decades and as such these records may have to be made of material of fairly enduring quality. The tendencies for making written records unintelligible often stem from inadequate language proficiency, jargon-mongering and too much of reliance on formal expressions. At times, legitimate office requirements do compel the recording personnel to do their job in highly unintelligible language. It is imperative in the coded messages recorded in military, police and other sensitive organisations. In such cases recording information in a way understandable to everv body will be no special virtue.

Paper records may be hand written, type-written or printed. Some of the records could be type-cum-hand written or print-cum-hand written. The office files which have notings on typed or printed information are the best exam`les of such co.. bined forms.

Chek Your Progress - Exercise. 3

1. How many types of records are the e? What are they?

....
....
....
....

1.5 INFORMATION PROCESSING

Processing of information is one of the important components of office work. All the information that is received may not be in readily usable form, and hence it needs modification, say, from qualitative to quantitative form or vice-versa. This calls for some kind of information processing. Loosely defined, information processing refers to conversation of information from unusable or not so usable forms to usable forms. Information processing becomes necessary

i) when there is a maze of voluminous information the handling of which presents difficulties, such information needs to be reduced to manageable size by eliminating unnecessary, excessive and duplication by abstracting and summarizing the matter.

ii) when the inter-connection between different pieces of information are to be established for decicion-making.

iii) information processing, like all other information works is despersed activity that may take place in different degrees throughout the organisation. However, in big organizations their office structure tend to have distinct sections or wings meant primarily for processing work. The statistical wings, the clearing house sections provide some of the examples of this kind. Processing could be either manual or electric or part-manual and part-electronic. The latter process is expensive because of the costly equipment involved.

1.6 STORAGE OF INFORMATION

Preservation of information is a vital office function. The recording of information also underlines the need for storage of information. The information contained in the office papers, documents, cassettes tapes or vedio-tapes have to be in a safe place. This safety function has several dimensions. It is necessary to safeguard the information from falling into wrong handc, to protect it from damage due to the adverse effects of nature and also to preserve the confidentiality of the information.

The information for the above purposes has to be recorded on material of the right quality. The information preservation and security could be done more effectively if the information is classified according to the duration for which it has to be preserved and on the basis of openness or confidentiality of the information involved. For instance the minutes of the Cabinet Meetings are not generally available atleast for a period of 15 years. Important financial documents like cheque books, account books, sale invoices, confidential records may have to be kept under lock and key and in safe custody.

Chek Your Progress - Exercise. 4

1. Why is it necessary to safeguard the information?

....

....

....

....

1.7 SUPPLY OF INFORMATION

Supply of information is another important office function. This involves the dimensions of time, adequacy and quality. The information supplied is to be on time. Delay of information leads to delays in decision-making. Therefore, the office should make adequate arrangements for supply of information in time. This function sometimes is handicapped on account of the improper clacsification of data and also because of inadequate attention towards Information retrieval.

It is not enough if the information is supplied on time. It has to be made available in adequate quantity and quality. The information supplied should be neither too large nor too little for the purpose for which it is supplied. It is not possible to say, once for all, as to what quantum of information ic required for what specific purpose, for this depends on the context under which the information is solicited. The common mistake committed in the office circle is provision of too little information thereby handicapping the job of thorough consideration of the relevant issues or the supply of too much of data bewildcring the decision-maker in the maze of information.

1.8 QUALITY OF INFORMATION

The quality of information supplied largely determines the quality of the decision-making eventually. Although the information supplied is timely and qualitatively adequate it may still be poor in terms of quality. The qualidative dimension includes aspects like relevance, purposiveness, intelligibility, organisation and classification.

The last logical function in the information service circle is the *destruction of the information.* The information received and recorded is meant for use for some time period. Although it may not always be possible to decide for certain the period of utility of office information it is certain that all the information is not needed for all times to come. At some point of time, the information retained in the office becomes unnecescary or outdated. At this point of time the maintenance of such information results in a net disadvantage to the organization. Accumulation of information without proper and timely process of destroyal would lead to shortage of precious office space, unnecessary maintenance costs and confusion in tracing out relevant records seperating them from the hea of the unnecessary ones.

Information may be destroyed in many different ways. Information contained on paper sources could be destroyed either bymutilating the paper or by burning it down. Sometimes, the paper material to be destroyed is also sold out for some monetary consideration. In public institutions like Universities, old answer scripts are sold out at periodic intervals. In some of the bigger Universities the proceeds of such periodic sales run to a few lakhs of rupees. However, this method is not advisable when the information to be destroyed is of a very sensitive and confidential nature. In such cases it may be advisable to either burn the papers or to destroy them by some chemical process. In the case of tapes, video-cassetes and micro-films, the process of destruction is much simplar. The information contained in the above could be destroyed with ease by resorting to erasing of the prior recobdings.

Yet another way in which the office work is defined is to call it clerical work. Looked this way office is a place of clerical work. Here clerical work may be identified with work turned out by various functionaries like the typists, stenos, accountants, record-keepers,receptionists, etc,.

To sum up it may be said that office work is one which involves paper work, information services and clerical activities.

It should be noted that the office should not be equated with office work. Several of the activities which are in the nature of office functions may be performed outside the office premises and hours, and by persons who are not office functionaries. It is a matter of common occurrance that the office employees at times carryout the office work at their homes or outside office hours. Further, all the work that takes place within the office premises is not necessarily in the nature of office work. As office work could be performed outside the office, similarly, otther then office work could also be performed inside the offices.

Chek Your Progress - Exercise. 5

1. Why information should be destroyed?

....

....

....

....

2. What are the different ways of destroying Information?

. . . .
. . . .
. . . .
. . . .

1.9 CLASSIFICATION OF OFFICE FUNCTIONS

It is important to distinguish the essential or the primary functions of the office from the secondary functions. The primary functions of the office include the various types of information services like receiving, recording, processing, supplying and destroying of information. The secondary functions of the office could also be termed as incidental functions since they occur in the process of carrying out the primary functions. The major secondary functions of the office include : planning, organising and controlling of office work; evolving of office routines; procurement of office stationary, furniture and equipment; staffing functions; and the protection of office assets. Maintaining effective public relations may be included under the secondary category of functions.

1.10 TYPES OF PUBLIC OFFICES

The offices are of many different types and descriptions of which public offices and private offices are the two principal categories. The differences between public and non-public offices are not easy to discern. Some of the general ways in which both differ are in regard to size, nature of accountability, the range of clientele, principal objectives and the turnout of personnel.

1.10.1 Differences Between Public and Private Office

Features of Private Offices	Features of Public Offices
1. Chief motive is private gain.	1. Chief motive is public service or good.
2. Mainly relate to industrial and business concerns.	2. Mainly relate to service, developmental or regulatory institutions.
3. Subject to limited rules and regulations.	3. Subject to extensive and detailed, rules and regulations.
4. More of professional control.	4. More of public control.
5. Smaller in size.	5. Bigger in size.
6. Limited public contracts.	6. Extensive Public contracts.
7. Fewer changes in personnel.	7. Frequent changes in personnel.
8. Management accountability.	8. Public accountability.
9. Carryout works belating to restricted groups.	9. Carryout works of universalist groups like the government institutions, voluntary organizations, co-operatives etc.

10. Less heterogenous clientle.	10. Diffused and heterogenous clientle.
11. Relatively stable personnel composition.	11. Fluid personnel composition.
12. Single criterion efficiency.	12. Multi criteria efficiency.
13. Competition.	13. Monopoly.
14. Management under proximate control.	14. Management under remote control.
15. Professional business control.	15. Political control.
16. More exclusive rules and regulations.	16. More inclusive rules and regulations.

The above dichotomy does not suggest that all public offices are exactly similar. For, there are many differences among the public offices too. One crucial facror that conditions these differences is dhe nature of political system. Thus, the public offices functioning under a socialist set-up tend to be different from the ones under a capitalist or a mixed economy. Similarly, the nature of organization of which the public office is component is also an important conditioning factor. The nature of office systems of an industrial undertaking, a service organization, and a commercial concern generally differ. Finally, the complexity and the size of the organization has a decisive influence on the nature of an office which is a part of it

1.11 ADMINISTRATION OF PUBLIC OFFICE

The Institute of Public Administrative Management in England defines office management as that branch of management which is concerned with the services of obtaining, recording and analysing information, of planning and communicating by means of which the management of a business safeguards its assets, promotes its affairs and achieves its objectives. The points that emerge from this definition are that:

(i) the office management or administration is a branch of the broad field of management of administration;

(ii) it is the management branch concerned with planning, communication and rendering of information services;

(iii) its objectives is to safeguard the assets, promote the affairs, and achieve the objectives of the organization of which the office is a part.

The office administration is concerned with the planning, organizing, staffing, directing, and controlling of office activities. Though it is difficult to give a universally valid list of office activities, a few may all the same be identified as the office activities. They are: inwarding and outwarding, mailing, filing, forms control, drafting and correspondence, accounting and auditing, office layout, communication and reproduction services. In the units to follow, these activities are subjected to detailed discussion.

Office administration refers to a process, a group and an academic discipline. As a process, it is conceived of as, mainly involving POSDCORB activities. (Planning, Organization, Staffing, Direction, Coordination, Reporting and Budgetting-POSDCORB). As a group it refers to the category of personnel who are interposed between the capital and labour in the private corporate sector, and between the policy-makers and the people in the public sector. Office administration also refers to a distinct branch of learning within the broad subject field of Administration. As a branch of learning, office administration is a very young ones.

1.11.1 As a Group

As a group, the Office Administration consists of personnel bearing designation such as Office Manager, Office Administrator, the Chief Clerk, Manager of Office Services, Section Officer, Registrar etc. The process of Office Administration is not necessarily confined to the work of office administration group and some of the office administration tasks may even be performed by non-administrators. The office administrators may perform non-administrative functions.

1.11.2 Qualities of Office Administrator

The job of the Office Administrator or Manager varies from organization to organization. In smaller and less complex organizations, the administrative job tends to be less voluminous and complex than in the larger ones.

Some of the qualities which keep the office adminisdrator in good stead are considered to be leadership qualities of directing, guiding, inspiring and motivating employees; intelligence, stability, liason capacity, ability to delegate, project a vision, understanding administrative ability, education, analytical ability and the humour helpful for relieving explosive situations and do unwind tensions. The above qualities may be classified into four broad groups namely; (1) technical competence; (2) management ability; (3) human relations and (4) a good personality.

1.12 IMPORTANCE OF OFFICE ADMINISTRATION

Office is an important component of a modern administrative organization. Office infact, is the nerve centre of an administrative organization. The success of any large scale organization vitally depends on the quality of the services rendered by its office system. By supplying the information inputs so vital for the decision-making function the office makes or mars the efficiency of organization. Whether it is a regulatory department or developmental agency, a service institution or a business concern, the office is the place where from the planning, organizing, controlling, coordinating and communication activities of public organizations are conducted. As face is the index of an individual's health, the office mirrors the health of an organization. An efficient office is indispensable for an effective organization. Being essentially a staff agency, the office, enhance the personality of the executives by giving them extra eyes, ears and hands to enable them to cope with their multifarious responsibilities.

The importance of office stems from the following factors :

- Office is the information centre or data bank of an organization. By managing the information necessary for the organization it facilitates the planning, controlling and forecasting functions.
- Office is most important channel in the organization, through which written and formal communication, move from top to bottom or vice-versa.
- Office is the institutional device meant for purposes of securing coordination. The office links up various components of an organization by supplying information and by acting as a channel of communication.
- Office aids manegerial control. Control may be viewed as the measurement and correction of the performance of subordinates in order to make sure that the organization's objectives are achieved. Controlling implies setting up of performance standards, measurements

of actual performance against the standards set and correction of deviations from standards and plans. The requirements of control in an administrative organization cannot be met fully without the aid of office.

- Office takes care of personnel. The office performs numerous functions in relation to the employees of an organization. It assists the administration in recruiting emploices in taking care of their needs like payment of salaries, allowances and the like. Improper handling of these functions results in the setback in the realization of an organization's objectives.

- Office works as a link between the government and the people. The public-government interactions often take place in the public offices. The people are prone to judge the performance of the various government institutions on the basis of experiences in their respective offices. Thus, the offices make or mar the image of the government in the eyes of the citizens.

Chek Your Progress - Exercise. 6

1. Explain the importance of Office Administration

1.13. SUMMMING UP

Public Office occupies an important place in the life of a citizen. One may wish to avoid a visit to public office but he could not do so. So much is the dependence of citizen on public office that for one thing or the other he has to knock at the door of public office. In view of the indispensability of public office and the public use of the same, much needs to be done to make the services effective and efficient.

1.14 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1. See 1.2
2. See 1.2

Exercise No. 2

1. See 1.3
2. See 1.3
3. See 1.3

Exercise No. 3

1. See 1.4

Exercise No. 4

1. See 1.6

Exercise No. 5

1. See 1.8
2. See 1.8

Exercise No. 6

1. See 1.12

1.15 MODEL EXAMINATION QEESTIONS

(I) Answer the following in about 30 lines

1. What is an office? Discuss the functions of office.
2. What are the factors accounting for the importance of the office?

(II) Answer the following in about 15 lines

1. List out the differences between public office and private Office
2. Explain the meaning of office administration.

1.16 REFERENCE BOOKS

1. P.K. Ghosh : Office Management, Principles and Practice, Sultan Chand & Sons, New Delhi, 1990.
2. P.N. Reddy, : H.R. Appannaiah : Office Organisation and Management, Himalaya Publishing House, 1990.
3. V.S.P. Rao, : P.S. Narayana : Text Book of Office Management, Tata Mc Graw Hill, New Delhi, 1987.
4. S.P. Arora : Office Organisation and Management, Vikas Publishing House, New Delhi, 1982.

- Writer : G. Sreenivasa Reddy.

UNIT-2 PRINCIPLES OF OFFICE ORGANISATION

Contents

2.0 Objectives
2.1 Introduction
2.2 Organization - Process
2.3 Principles
  2.3.1 Role of Objectives
  2.3.2 Relationship among Functions, Personnel and Physical facilities
  2.3.3 Responsibility and Authority
  2.3.4 Dividing & Grouping of work
  2.3.5 Effective Delegation
  2.3.6 Line andd Staff Relationship
  2.3.7 Balance, Stability and Flexibility
  2.3.8 Place of Specific Functions
2.4 Informal Organization
2.5 Summing Up
2.6 Answers to check your progress
2.7 Model Examination Questions
2.8 Reference Books

2.0 OBJECTIVES

The Objectives of this Unit are to acquaint you with the principles of Office Organization. After reading this Unit you would be able to:

- explain the Organization Process
- identify the principles of Office Organization, and
- analyse the importance of informal Organization in a formal Organization.

2.1 INTRODUCTION

The adage that "the modern man is an Organizaiton Man" exemplifies the profound importance of the organization in the modern era. Some of the marvels of the human civilization were certainly the results of ingenious, organized efforts of human beings. The organization serves the purpose of the individual's sense of self-fulfilment through group efforts. Organization is also a very important tool for achieving teamwork. Further, it is a process through which specialised skills are arranged in a local order so as to make a coordinated impact. This ic why Dimock and Dimock hold the view that the organization is a structural arrangement developed for the purpose of achieving consciously held group objectives.

Herbert Simon mentions the five main purposes of organization as "division of work among its members, establishment of standard practices, transmission of authoritative decisions, provision of a communication system, training and indoctrination of its members".

2.2 ORGANIZATION - PROCESS

The term organization has two connotations. One, it refers to a structural configuration aimed at discharging certain functions. Two, it refers to a process. It is in the latter connotation that the term organization is employed herein. As a process, organisation refers to a complex of activities aimed at welding together a frame-work of positions for the most effective persuit of the goals or objectives setforth.

There are several steps involved in the process of organization. They are :

- establishment of enterprise objectives;
- formulation of policies and plans consistent with the objectives;
- determination of activities necessary to accomplish the roles, plans and policies;
- enumeration and classification of activities;
- grouping activities in the light of the human and material resources available so as to use them in the best possible way;
- delegating the authority necessary to perform the activities to the head of each group;
- tying up these groupings together horizontally and vertically through authority relationships and information systems; and
- fixing responsibilities for each of the major function and functionary.

2.3 PRINCIPLES

A principle is a general rule or truth that is expected to be applicable under all similar conditions anywhere. Organising being a universal problem in enterprises of all sorts, many principles have been found to be underlying successful organisation efforts. Together these principles are considered to be the framework of a science of organisation, admittedly a young science and far from an exact one. Some writers on administration like Dimock and Dimock consider principles of organisation as working hypotheses which have been tested for so long and in such a variety of situations that administrators now believe them to be valid. There is no claim to finality nor any denial of exceptions to the rule nor of the need for further refinement.

An exhaustive study of principles of organisation is neither feasible nor desirable here. However, a statement of a few important principles that seem to have particular significance in organising of the office systems would be helpful as a proper background for analysing problems in specific offices. According to Littlefield and Rachel, the following may be listed as a few of the important principles of Office Organisation and Management:

- the primary role of objectives,
- relationship of functions, personnel and physical facilities,
- responsibility and authority,
- dividing and grouping of work,
- effective delegation,
- line and staff relationships,
- balance, stability and flexibility,
- place of specific functions, and
- informal organisation.

2.3.1 Role of Objectives

This principle means that the responsibility must be determined and assigned for all types of work actually needed for attaining objectives. For any lapse in this regard the office organisation suffer in terms of low productivity, clientele dissatisfaction or undue employee turnover. Equally important here is the fact that only those types of activities which make a definite and justifiable contribution by way of public satisfaction, employee wellbeing or some other objectives of the enterprise should be performed.

There is a particular need for the management to make constant review of the objectives, and the organisational arragements envisaged to concretise such objectives. The management must also try to coach all the employees concerned the logic, intent and the import of these objectives.

2.3.2 Relationship of Functions, Personnel and Physical Facilities

There is a casual relationship between the objectives of an office organisation and the functions, personnel and the material resources necessary to realise such objectives. The essence of the above principle is that the type of functions and the personnel requird to handle them and the physical facilities necessary for the purpose have a mutual interrelationships. In other words, the functions provide the basis for staffing and equipping the organisation. The basic principle to be remembered is one of the fitting personnel and facilities to the wobk to be performed.

2.3.3 Responsibility and Authority

Functions, when they are assigned to individual members of the organisation become responsibilities by virtue of which, obligations to perform certain duties are cast on such members. The work assigned to be office employees must be clear-cut and unmistakable. The work assignments must the communicated to the individual members of the organisation effectively. Organisation and work distribution charts, job description statements and office manuals would be of good help in this regard. Employee training would further deepen the understanding of each employee in regard to the nature and scope of his responsibilities.

The whole of the office organisation is an ensemble of auhority-responsibility relationships between the superiors and subordinates. An important aspect of this responsibility authority principle is that there should be a proper balance between the responsibilities and the powers assigned to individuals and units in the organisation. If this balance is disturbed in terms of more power and less responsibility, the consequence would be irresponsibility. On the other hand, if there are too many responsibilities with too little power the result woeld be ineffectiveness.

Another major dimension of the above principle is the unity of command. This maxim holds that each employee takes orders from one and only one superior. Overlooking of this prescription is generally seen as resulting in wilful work evasion or helpless in action on the part of the subordinates.

It is important that the management should resort to exercise of authority very sparingly and only after exhausting ways such as assigning work compatible with the employees' aptitude, resort to two-way communication and such other means of motivation which result in voluntary cooperation of the subordinates.

2.3.4 Dividing and Grouping of Work.

Dividing and grouping of work, in other words known as "departmentation", is essential for ensuring specialiazation and coordination. The division of office work becomes necessary because of the volume of work being beyond the capacity of a single individual and also because of the necessity of ensuring close integration of highly skilled and specialised office tasks.

Specialisation may be in terms of the purpose, the function, the product, the process and the place or space. Coordination in the concomitant of specialisation. Coordination is required to hold the specialised parts of the office togetherr and to enable the office to work as an organic whole.

Division and grouping of work assumes relatively complex dimension in bigger office organisations. In divisional office organisations, in contrast to the unitary offices, the departmentation assumes a for greater complexity.

2.3.5 Effective Delegation

The ability of an office manager, in a large measure depends on his or her capacity to delegate authority and responsibility to the subordinates. Management authorities generally consider this as one of the most important requirements for executive success.

Good delegation exists which decisions are made at the lowest capable level of making them. There are two important benefits that are believed to be resulting from effective delegation. One, dhe office executive is releived of the detail and thus spared moree time for the discharge of important managerial responsibilidies of his position. In other words an office manager who is a poor delegator wastes his time on trivial matters. Two, effective delegation provides opportunity for eemployees to think and to develop. This would also instil a sense of participation and involvement among the office functionaries. Effective delegation thus helps boost employee's satisfaction and ensures success of the organisation.

While the need for effecdive delegation is universally conceded, the failure of executives at delegation is a matter of general occurrence. The major causes for such failure include the lack of confidence about the subordinates' ability to shoulder delegation, desire for personal credit on the part of the managers, inability to distinguish between the insignificant and the significant, etc., Sometimes, other factors like inexperience on the part of the subordinates, improper inter-personal relations etc, may also be go against the delegation process.

Certain broad hints are helpful while approaching the problem of delegation. These hints are:

- Conduct of periodic and systematic appraisal of all office duties, with a view to assigningthem to the lowest possible job level capable of handling them effectively;
- Careful choice of persons to be delegated each specific duty on the basis of adequate knowledge of capabilities and limitations of each individual office employee;
- Clear definition of authority and responsibility of the delegate; the employee who is delegated must be made to understand as to what type of decisions he or she is expected to make personally and what types are to be referred to the superior;
- Communication of particulars of functions under delegation to all concerned;
- Linking up delegation to thee results expected out of such delegation ; and
- Striking a proper balance between authority and responsibiliti for porforming the task under delegation.

2.3.6 Line and Staff Relationship

The activities to be performed in an organisation broadly fall into two groups ; viz., (1) the primary activities which contribute most directly and crucially to its objectives; and (2) the supporting activities which are needed to keep the primary functions in operation. These groups of activities are respectively, called line functions and staff functions.

Although the line and staff concept has come under criticism it had, in the past, proved helpful in organisational planning. Observance of this principle results in the one head and the single line of authority over all the operations in each division. It also provides that all staff specialists in the office will work for and through the executive who is vested with the line authority. The effect is to place emphasis upon common purposes, concentrate efforts in certain primary channels, lay a basis for team work and avoid having too many specialists working at cross purposes and moving off in all directions.

Therefore, the office organisation and management, to be effective, must employ specialists wherever felt necessary. This would enable the management to have the professional view point on the issues awaiting their consideration.

2.3.7 Balance, Stability and Flexibility

The principle of organisational balance requires that each organisational division should be developed in proportion to its contribution to the overall success of the institution. If, one of the component divisions is either seriously underdeveloped, or unduly over developed in relation to others, all the divisions would be handica`ped. Weak accounting or mailing or supplies departments in an office organisation can seriously impair the office, even when it is strong in all other respects.

Organisational stability means the capacity of the organisation to withstand losses of specific personnel without serious loss of effectiveness. An important requirement in this regard is the provision for proper man power planning accompanied by a sound programme for developing executives and other key functionaries.

The principle of organisational flexibility implies the capacity of the organisation to adjust itself to fluctuations in the work assignments and flows, personnel composition and facilities available. Office activities being particularly succeptible to peaks and valleys in work volume, a certain measure of elasticity and adjustibility in office processes is very much imperative.

2.3.8 Place of Specific Functions

The office work is a complex network of numerous and variegated functions. An important issue in the organisational process is the problem of deciding as to where to place a particular task in the overall organisational framework. Certain factors which have an important bearing in regard to proper location of organisational activities are listed below :

- functions most vital, justify their handling at the top echelons of management ;
- by holding down the variety and scope of activities for which any given unit is responsible, greater proficiency would result; this means all the related activities have to be located in one unit;
- functions are to be arranged as to facilitate effective flow of work;
- the span of control or the assumption that no supervisor can effectively supervise more than a certain number of subordinates is to be borne in mind while working out the place of each specific function and functionary in the office organisation.

Chek Your Progress - Exercise 1

1. State the principles of office organization as listed out by Little Field and Rachel.

....

....

....

....

2. What is a principle?

....

....

....

....

3. Examine the relationship between responsibility and authority

....

....

....

....

4. Why work division is necessary?

....

....

....

....

5. What are the major causes for failure of delegation of authority?

....

....

....

....

2.4 INFORMAL ORGANISATION

The foregoing organisational principle have largely dealt with official or formal organisational relationships. However, every formal organisation inevitably gives rise to a set of informal relationships through which employees seek to meet the needs which are largely personal in nature. Acknowledgement of these relationships is important for management not only for reason that they cannot be wished away but also because of necessity of nurturing the employee motivation and of contributing to the effectiveness of fornal organisation. Certain of the common and mere significant informal relationships in the Indian context centre abound caste, communal, regional, linguistic and gender identities, while some of these identities are manifestly particularictic and narrow, they nevertheless serve certian positive purposes such as providing social and emotional support structures. Of special importance here are informal leaders among employees. The office management will do well to spot these key people and to recognise their influence upon other employees. Their help may, sometimes, be sought in diffusing explosive situations which cannot generally be tackled through pure formal organisational channels.

Further, the successful managers always try and seek out Informal communication or grapevine through which the motivations and the perceptions of the employees as also the likely repercussions of crucial organisational decisions would be gauged beforehand.

2.5 SUMMING UP

Orgnizations are created to achieve the stated objectives with collective efforts. Any collective activity would need orderly arrangement of functions, persons and so on. This arrangement is made possible with the help of principles which are time tested. No Organization can be conceived of without some or other principles of organization. Inconsistencies and uncertainities in the principles are criticised but not their utility. They guide 'organization' man and organization.

2.6 ANSWERS TO CHECK YOUR PROGRESS

Exercise 1

1 See 2.3
2 See 2.3

Exercise 2

1 See 2.3.3.
2 See 2.3.4.
3 See 2.3.5 para 3.

2.7 MODEL EXAMINATION QUESTIONS

I Anwer the following in about 30 lines each:

1. Discuss the principles of office organization.
2. Write a note on informal organization.

II Answer the following in about 15 lines each

1. What is office organizaiton.
2. List out the steps involved in the process of organization
3. Write a short-note on delegation.
4. What is line and staff relationship.

2.8 REFERENCE BOOKS

1.S.P. Jain and T.N. Chhabra : Office Management, Dhanpat Rao and Sons, Delhi.1982

2.G.R. Terry : Office Management and Control, Homewood, Illinois, Richard D.Irwin. 1970

3. V.S.P. Rao and P.S. Narayana : Text Book of Office Management, Tata Mc Graw Hill, New Delhi. 1987.

Writer :- G. Srinivasa Reddy.

BLOCK-II OFFICE ORGANISATION AND MANAGEMENT

This Block consists of 10 units (Unit. 3 to 12). Office surroundings or the interiors and the extension of the office buildings such as lighting, colour, cleanliness etc., will have an important bearing on an institution. The presence of these things will motivate the workers. This aspect is dealt with in detail in Unit 3. Unit 4 deals with Office Accommodation and Layout which significantly conditions the mental and physical well-being of the office workers and the efficiency of the office operations: Location of the office building, size and shape, customer and staff conveniences etc., are discussed in this unit. In this 'Machine Age' man is surrounded by office machines which are capable of virtually handling all types of office operations. Mechanization secures economy, liberates the worker from monotony, speeds up the work, minimizes hazards and also saves space. All these aspects and use and underutilisation of machines and equipments are discussed in Unit 5. The services which make effective administration possible are generally called as office services. Unit 6 deals with two main office services viz; reception and waiting. A number of forms are used in office. They contain information which is essential for long-range planning and policy-making. Since ofice uses a large number of forms, the work occupies a significant portion of the time of the staff. All matters pertaining to forms management and control are dealt with in Unit-7. Operations of the office are recorded in what is called as a 'file'. File reduces and facilitates quick disposal of office work. A proper filling system is essential for convenient identification, sorting, storage and retrieval of papers. The absence of proper filing system causes confusion and delay. In view of the importance of filing system, characterstics of efficient filing, classification, numbering system etc., are discussed in Unit 8. Reporting is widely recognized as an important administrative function. It is a statement prepared to present facts relating to planning; co-ordination, performance etc. Various aspects such as the importance, purpose, classification, major elements etc. of a report are dealt with in Unit 9. The other three units (10 to 12) deal with Office Communication and Correspondence, Records Management and Office Stationery Control. A lot of stationery is used in public offices. Bad buying, over-stocking, poor system of control may lead to experience difficulties. Unit-12. deals with these matters.

UNIT-3 OFFICE ENVIRONMENT

Contents

3.0 Objectives
3.1 Introduction
3.2 Importance of Physical Environment
3.3 Factors of Physical Environment
    3.3.1 Lighting
    3.3.2 Colour conditioning
    3.3.3 Air-conditioning
    3.3.4 Sound conditioning
    3.3.5 Furnishings
    3.3.6 Cleanliness
3.4 Summing Up
3.5 Answers to Check Your Progress
3.6 Model Examination Questions
3.7 Reference Books

3.0 OBJECTIVES

The aim of this Unit is to discuss the importance and factors of office physical environment. After going through this unit you would be able to:

- explain the importance of office physical environment, and
- identify important factors of office environment

3.1 INTRODUCTION

The term office environment refers to the office surroundings or the interiors and the exteriors of the office buildings. Though environment is a wider concept, encompassing the social as well as physical aspecs, the term is viewed here in a rather, restricted sense and taken to refer only to the physical aspects of the environment. This is so viewed, not because of the insignificance of the social environment but, because it is being covered elsewhere in this book. In passing, it may be noted that the social environment has as much of decisive impact on the office efficiency as the physical factors have. However, a part of the complex of social environment is itself shaped up under the impact of the physical environment. In this unit we shall discuss the importance and factors of office physical environment.

3.2 IMPORTANCE OF PHYSICAL ENVIRONMENT

The fact of environment having an important bearing on an institution is being increasingly recognised by the students of public administration under the influence typified by F.G. Riggs' concept of administrative ecology. Bad physical conditions, apart from causing discomfort and inconvenience to the office worker, tell upon the quality and output of his office work. Further, the rapid strides made in science and technology offer the office administrator of today umpteen opportunities to overcome or minimise the effect of even the worst environmental conditions on the functioning of offices. It is, therefore, important for the student of office administration to know as to what these opportunities indeed are.

Chek Your Progress - Exercise.1

1. Explain the importance of office physical environment

....

....

....

....

3.3 FACTORS OF PHYSICAL ENVIRONMENT

The chief factors that constitute the physical environment of the office are:

- Lighting
- Colour-conditioning
- Air-conditioning
- Sound-conditioning
- Furnishings
- Location
- Cleanliness

Now, we shall discuss each of these physical factors in some detail. One important factor constituting the physical environment of the office viz., office location has been subject to dedailed treatment in the preceding lesson and hence not elaborated here.

3.3.1 Lighting

The importance of lighting to office administration could be best grasped if we remember the fact that virtually every office task is a seeing task. Visual needs and facilities in discharging office work are probably greater than those in any other general category of work.

Some of the benefits of proper lighting in the office are:

- **Reduced eye-strain and mental fatigue :** Long hours of office work under poor lightconditions strain the eyes and cause or aggravate sight defects. This is also bound to increase the rate of fatigue of office workers.

- **Improved quality of work :** Accuracy and neatness in office work could be appreciably improved by bringing light to acceptable standards. Poor lighting hampers the normal seeing ability and makes an otherwise competent office worker commit mistakes like accouning, finance and audit. Even a mistake of adding or ommitting a zero may some times prove very fatal.

- **Productivity increase :** The rate of work output is almost certain to increase with a change from poor to good lighting conditions. Tests coducted by the United States Federal Government's Public Buildings Service in the Bureau of the Census has revealed that a change in the lighting from 30 foot candle indirect candescent installation to a 50 foot candle directincandescent installation had resulted in 3.5 per cent increase in productivity. In another experiment, conductd by the Bureau of Internal Revenue Office, it was found that a similar change in lighting was found to result in 5.5. per cent increase in the overall production. Although it may be difficult to exactly determine as to how much of productivity could be attributed to changes in lighting and how much to factors other than this is conceded on all counts that lighting has a definite bearing on the level of productivity. This relationship is amply borne out by the experience of thousands of firms and government organisations which witnessed appreciable productivity increases in the aftermath of modernization of their lighting systems.

- **Improved employee morale :** Improvements in lighting conditions are likely to create a feeling with the office functionaries that the administration is interested in their well-being. Good-lighting together with suitable colouring effects would do much to create such a morale-boosting effect. The improved employee morale inturn, results in increase in productivity, lowering of turnover and decline in absenteeism.

- **Improved appearance and higher prestige:** An efficient and attractive lighting installation is bound to create a lasting impression on the public frequenting the offices. Further, it adds to the general reputation of the organisation. Here, it is to be noted that lighting costumption has some critical limits and provisions of excessive intensity of lighting is likely to shoot up energy bills and aggravate the problem of power supply, which is already precarious in many parts of India. While private sector offices could indulge in the luxury of extravaganza of costly illuminations, the public office administration has to generally refrain from this.

Factors in Good Lighting: To realise the values of good lighting discussed so far, two factors should be considered properly. They are; (1) the quantity or intensity of lighting; and (2) the quality of lighting. While only a specialist in illumination engineering could appreciate the technical aspects of lighting a few general points that could be understood by a student of office management are being considered hereunder.

Quantity of Lighting: While having sufficient intensity of lighting is greatly important for all seeing tasks, different tasks require varying intensities of lighting. Therefore, a scientific assement of lighting intensities required for various kinds of office operations should constitute the very first task in office lighting. This can be done with the help of light metel that lighting intensities in terms of foot candles. Number of power engineering associations in the West have done significant researches to establish or work out the standard lighting requirements for various kinds of jobs. The same may be profitably referred to by persons handling office illumination works in the Indian offices. A summary of recommended standards of illumination are provided in the illustration below.

Illumination levels recommended by Illumination Engineering Society, New York U.S.A.

S. No.	Type of work	Recommended illumination level (foot candles)
1.	Cartography and designing	200
2.	Accounting, auditing, tabulating, book-keeping, business machine operation, reading poor reproductions, rough layout drafting.	150
3.	Regular office work, reading good reproduction, reading or transcribing handwriting in hard pencil or on poor paper. Active filing, index refebences, mailsorting, critical visual tasks in conference rooms.	100

4.	Reading or transcribing hand-writing in ink or medium pencil on good quality paper, intermittent filing.	70
5.	Reading high contrast or well-printed material, tasks and areas not involving critical or prolonged seeing such as conferring, interviewing and using inactive files and washrooms.	50
6.	Corridors, elevators, escalators and stairways.	20

However, while doing this some suitable adaptation may have to be worked out in keeping with conditions obtaining in a particular office system.

Quality of lighting: This is a factor as important as quantity. Many complaints about poor lighting are infact, traceable to quality deficiencies. Good-quality light is one which is free from glare and that which diffuses evenly about the seeing area. The glare is of two types-direct or reflected. Direct glare could be from a natural source like the sun or from an artificial source of light. Sun glare could be minimised by reducing window space or by interposing deflect glass, or by using venetian blings or screens. Direcct glare from artificial sources could be avoided by use of fixtures that are too bright and too numerous, and by avoidance of dark backgrounds which accentuate the brightness of the light fixtures.

Reflected glare incidence occurs when light falls on bright or polished reflecting surfaces such as walls, desk tops, machines, mirrors etc,. The reflecting capacity of any surface depends upon its colour and finish. Combination of light shades of green blue, gray, tan, cream or yellow are suggested for walls and furnishings to minimise the reflection. It is also suggested that the ceilings should be white with a blue finish to ensure the above.

Another aspect of quality is the incidence of light which could be either direct-all or most of the light coming directly from the light sources to objects or indirect or semi-direct-all or most of the light getting reflected from the ceiling and diffuced evenly about the room.

The sources of artificial light in the modern offices are either incandescent or flourecent. The candescent lights are now being replaced by flourescent lighting which has advantages like less glare and heat, low electricity consumtion, and scope for choice of colours.

A few additional points to be noted in regard to office lighting are : ensuring periodic beplacement of light bulbs and cleaning of light fixtures. Both of these are neglected in several of the public offices in the country. While burnt out bulbs without replacement are a common sight in public offices, the absence of proper cleaning of light fixtures and office buildings substantially reduce the intensity and quality of lighting.

3.3.2 Colour Conditioning

Human beings are generally facinated by colour. Colour has a dynamic quality which activates and stimulates human emotions. Adoption of a suitable colouring scheme can make the office environs pleasing and attractive to eyes. Besides, effective use of colour is supposed to enhance the work environment and have at least an indirect effect on employee productivity.

The colour experts associate various colours with different emotions or sets of emotions. The following is the generally indicated association:

Colour	The feeling evoked
Red	Heat, action,
excitement	
Orange	Warmth
Yellow	Warmth
Brown	Warmth
Blue	Coolness
Green	Coolness
Purple	dignity

Though each colour is believed to evoke a particular feeling, there are some other factors which need to be considered in working out a suitable colouring scheme for the offices. Most colour experts believe that offices which receive predominantly northern light having a bluish tinge should utilize a blend of warm colours, and those receiving predominantly southern light having yellowish tinge should utilize a combination of cooler colours. Soft pastel colours are believed to have a feminine quality, and bold and bright colours a masculine auality. Another factor in choosing the appropriate colour is the level of lighting reflection of walls, ceilings and floors (earlier discussed under office lighting reflection of walls, ceilings and floors (earlier discussed under office lighting). It is suggested that strong colours are better suited for accessories, drapiers chair coverings and wall decorations. Lighting is considered to be another important factor determining the appropriateness of colours. The lighting intensities can be either moderated or improved upon by choosing a best use of colour and light is one which achieves its purpose without calling for undue attention to itself.

Finally, taking a look at the state of colour conditioning in government offices in India, it may be said that there is much to be desired in this regard. There are innumerable public ofices which are not given regular whitewash, let alone expensive distempering or colour washing. In some cases the offices are not white washed for years on end. This situation not only engenders health hazards for office workers but presents a very dull and uninspiring kind of work environment at the office as also a very unimpressive look to the visitors. The situation is relatively worse off in offices under the perview of the government departments and Panchayati Raj Institutions while it is betterr off in the public corporations, and banks.

Chek Your Progress - Exercise.2

1. How lighting effects the efficiency in office work

....

....

....

....

2. What factors effect the quality of lighting

....

....

....

....

3. How colour conditioning effect the productivity of an employee

....

3.3.3 Air-Conditioning

Air-conditioning like the earlier two aspects of office environment, if carried out properly, would lead to higher productivity, improved quality of work, employee comfort, better health, improved morale and more favourable impression with the visitors. An additional benefit that results from filtering of the air is a decrease in cleaning, maintenance and decoration expenses. Further, air-conditioning also helps to eliminate outside noise since windows are kept closed for this propose. The U.S. Government has in one of its surveys noted that the productivity increase in air-conditioned environment, on an average, was higher by 9 per cent than that of employees in similar space which was not air-conditioned. Similarly, a study by Norris Wells in Kansas city in U.S.A. had found that the employee efficiency was up by 20 per cent after air-conditioning system was installed in the offices.

Air-conditioning involves dealing with various elements like dust, fumes, odour, smoke, humiditty, temperature and ventilation or circulation of air. To shortlist the above, it may be said that the following are the four important factors of the air that need to be conditioned to ensure full air-conditioning:

(1) Purity; (2) Humidity; (3) Circulation, and (4) Temperature.

Purification of air as an aspect of air-conditioning involves filtering out room air objectionable particles like dust, smoke and fumes.

Humidity-conditioning implies maintaining a proper relationship between moisture content of air and its temperature level. Dehumidifiers and humidifiers could be used for the purpose of decreasing or increasing the humidity levels respectively.

Circulation means movement and changing of air for freshness and for keeping the flow or thrust of wind at the optimum level. Window ventilators, exhaust fans, blowers and electric fans help in the job of air circulation.

Temperature controlling refers to maintaining comfortable levels of heat coolness depending on the climatic conditions. Whereas in the colder regions and seasons, this job consists of warming up of the offices, in the tropical regions and summers it consists of cooling down the air in the office.

Air-conditioning can be attempted either by natural methods or by resorting to air coolers, air conditioners, etc. Natural air cooling is atempted by devices such as high ceiling roofs, false roofings, wide open windows, thick walls and hanging of watered thattics on windows and doors. Heating up of air through natural methods include false roofing, closed and glass panelled windows that freely allow sunlight to enter office spaces etc. Natural air-conditioning is to be preferred to artificial one, since the former is either inexpensive or low cost affair where as the latter involves high office expenditure in terms of equipment expenses, power bills, maintenance costs etc.

Despite these advantages there is a marked tendency to go in for artificial air-conditioning in regions with extreme climates, where natural devices generally prove inadequate. In regions with even climates, natural air-conditioning could be conveniently restored to for most part of the year. Considering the erratic supply of power and inadequate monetary provisions for maintenance of machinery and equipment it is desirable to rely either on natural air-conditioning, so as to minimise expenditure and to have relatively un@interrupted air conditioning facility. However, it should pointed out in this connection that most of the public offices in developing countries like India cannot afford air conditioning owing to paucity of resources.

3.3.4 Sound-conditioning

This process, alternatively known as noise reduction, assumes importance on account of the detrimental effect of excessive noise levels on the physical, mental and nervous mechanisms of individuals exposed to it. The specific adverse consequences in the context of office work include: difficulty of concentration and hence reduced output; higher rates of fatigue; difficulty in the use of telephone; higher absenteeism and reduced morale. This is why Littlefield and Rachel have observed that "noise and the office executives are enemies of long standing".

The management of the offices, therefore, should take corrective measures to reduce noise from work places where at office employees spend most part of their day. Today's office manager can indeed solve the problem of noise pollution as many solutions are available, thanks to developments in the field of accoustics. In fact, the Workmen's Compensation Legislation stipulates, compensation in cases of hearing damage caused to workers by excessive noise levels, and this makes it imperative for office administration to undertake measures to prevent such eventualities. According to one estimate the American business and industry are spending about one thousand crore rupees anually to solve the problems of increasing noise levels.

The first and foremost task in the sound conditioning process is the measurement of assessment of existing levels of noise in different office places and at different work periods. The instrument that is employed for measurement of sound is known as an audiometer. It measures the smallest sound that a human ear can detect, in units called decibles.

The second task would be that of deciding about the maximum limits of sound levels in terms of decible rating. Experts feel that a reasonable decible-rating standard, for offices in general, is between 40 and 50 decibles. It is found that the noise levels becomes intolerable at intensities ranging bedween 125 to 140 decibles depending on the length of exposure and nearness to the source of noise. At a decible rating of 150, it is observed that, the inner ear is affected enough to produce permanent damage.

The third and the most important job, is to actually give the noise conditioning effects to the office. This job involves a three fold effort viz., (1) attacking noise at its source; (2) sound proofing office interiors, and (3) isolating the noisy equipment.

The first solution involves use of quieter machines, noiseless typewriters; lubricating of machines, doors, desks, chairs and other office equipment; proper; layout and distribution of machines to cutdown needless walking and work; training employees to be noise conscious so as to in lowered voices, and in handling supplies and equipment in as noiceless as manner as possible. The second direction in which noice conditioning could be done is one of covering the office walls, ceillings and floors with sound absorbing materials like rugs, carpets, drapes, false ceilings, perforated facings, screens etc,. An ingenious method adopted for sound conditioning is to keep power, plant and shrub posts in office spaces. These would not only work as very good sound absorbant mechanisms but would also simultaneously serve the purpose of air-conditioning and circulation, colour conditioning and interior decoration.

Another aspect of sound conditioning which is not generally considered relevant to the Indian experience is the use of music in offices. Use of music in offices has been widespread in the West and there is little indication that it is declining in popularity over the years. It is believed that music while at work, tends to relieve tension and boredom and has a generally stimulating effect. Survey conducted among office employees in the West exposed to programmes of planned music, have indicated that employees on the whole favour the use of music in offices. However, the same surveys found that some employees and also employers were vehemently opposed to the use of music in the office, on grounds that in interferences with concentration by itself, or on account of humining, whistling or foot-tapping under its influence. The public offices in India, however, can ill-afford going in for music conditioning as, at this stage of development it would amount to a sort of indecent luxury. Yet if this is considered to be productive under some special office circumstances, it can be resorted to. When this is done care should be taken to adopt an appropriate system of music conditioning, having due regard to timing of music, (generally preferred times are mid-morning mid-afternoons when the employees' energies would be at a low ebb), volume, (soft music is generally desired, type (not to detracting kind), etc,. In the West, some specialised industrial music-transmitting firms have come up to provide workplace music systems.

3.3.5 Furnishings

The term furnishings as used here excludes machines (see unit 3 on Office Machines) and includes items such as floor coverings, desks, tables, chairs, storage cabinets' draperise and related items.

It is widely believed that well designed and effective office furniture has a considerable influence in making up a proper work environment. Furnishings help the employees as physical means for performing their tasks more effectively. Well selected and high quality furnishings serve as a source of incentive, in stimulating employees' morale and interest in work.

The following are some of the important guidelines considered helpful in the selection of office furnishings:

- The furnshings should be sturdy and durable.
- They should help workers to be more productive.
- They should boost up the morale of the employees.
- They should not consume too much of space.
- The should be comfortable.
- They should add to the attractiveness of the office.
- They should be easy to operate and maintain
- They should be reasonable in cost.
- They should be economical to maintain
- They should be selected on the basis of standardization.

To sum up, all the above mentioned guidelines, together involve five major considerations viz., performance, economy, durability, attractiveness and comfort.

Now we come to some important furnishings which are considered primary or elementary for most or all offices.

Desks: The desk, which is the employee's base of preparation, is probably the most important working tool of the office employee. Since the office employee spends much of his working time at the desk, great care needs to be bestowed on this aspect. The desks must be smooth in surface, or adequate size and height to suit the functional requirements, hafe ample storage space, and have attractive finish and yet be reasonable in price. The desks should be of standard sizes. Standardization secures advantages of uniformity in appearance and layout, easier maintenance and discount in initiail purchases, because of possibility of bulk purchases, height and dimension are a very important consideration in the standardization of desks. The desirable height for desks is usually fixed at thirty and one-half inches under western conditions. This may have to be slightly lower to suit the Indian conditions beecause the height of an average Indian office worker is slightly less, than that of the western one. The desks, if possible, should be made with adjustable legs, to enable variations in desk height, depending on the height of the office worker. The surface and width dimensions of the desks have been standardized into the folloging size classes for different orders of employees.

Office cadre	Length by width
Junior clerical	42" x 30"
Clerical	54" x 32"
Junior executive	60" x 34"
Executive	66" x 36"
Top executive	76" x 36"

Chairs: The piece of equipment which play's the most significant role in enhancing or minimising physical fatigue is the chair. Since most office work is performed in a seated position there has come about a natural relationship between the work efficiency of the employee and the type of chair used by him. The three major requirements for a good office chair are that; (1) it should provide support to the back and encouraged good posture; (2) it should be comfortable; (3) it should be adjustable so as to fit the user properly.

Files and miscellaneous furniture: In addition to chairs and desks, files and numerous other items of furniture like tables, cabinets, shelves, racks, safe vaults, stands, etc., are needed in the effective and efficient design of office layout. Filing equipment is discussed under lesson on the filing system separetaly. As far as other miscellaneous furnishings are concerned the guidelines mentioned earlier may be, by and large, relied upon.

3.3.6. Cleanliness

Cleanliness and tidiness of office is important to make the work environment healthy, to ensure accuracy and efficiency in the work, and for protecting the good image of the organization in the eyes of the visiting public.

Office cleanliness involves activities like; dustings of furniture, equipment and machines; sweeping of floor; waste disposal; white washing or colour washing of walls; washing or dry-cleaning of carpets, tapestry and window and door curtains; scavenging of toilets and urinals; purification of drinking water and painting or polishing of furnishings, windows and doors. In short, every object in the office should be paid due attention in regard to cleanliness. Tidiness of office does not end with mere cleaning and washing operations. The office location, building design and layout system all have great bearing on the eventual cleanliness of the office. Lack of adequate attention to the above three aspects is sure to result in imposing inherent constraints on maintenance of cleanliness in offices. Here air-conditioning too has some significant bearing on cleanliness. In the absence of air-conditioning facility the office may do well to bestow special attention on cleaning up of air through: the use of air purifiers; by spraying of disinfectants and deodarants, and by using of exhaust fans. Above all it is important to inculcate a sense of hygiene and cleanliness among employees. However tidy and clean office premises and interiors are, unclean office workers may still make the environment unclean.

In the technologically developed countries office cleaning is done with the help of machiens. While office mechanization, in the overall context of the public office administration, may be a bigger issue with supporters and opponents arguing for and against the mechanization of certain types of office jobs is highly desirable particulably in operations like dusting, sweeping the floor and scavenging which expose the workers handling these jobs to respiratory and communicable diseases.

Chek Your Progress - Exercise.3

1. Identify the factors of the air that need to be conditioned for air-conditioning

2. Explain the effects of sound pollution on office work.

3. Discuss the impact of office furniture on work environment

4. Identify the activities associated with office cleanliness

3.4 SUMMING UP

In this unit we have discussed about the importance and features of office physical environment. The factors like lighting, colour, air and sound conditioning positively effect the productivity of employees in public offices. The importance of office furnishings and cleanliness is also discussed. The aspects related to social specificity of office environment is also discussed in this unit.

3.5 ANSWERS TO CHECK YOUR PROGRESS

Exercise. 1

1 See 5.1 and 5.2

Exercise. 2

1 See 5.3.1
2 See 5.3.1
3 See 5.3.2

Exercise.3

1. See 5.3.3
2. See 5.3.4
3. See 5.3.5
4. See 5.3.6

3.6 MODEL EXAMINATION QLUESTIONS

I. Answer the following in about 30 lines each

1. Discuss the impact of office environment on productivity of employees
2. Examine the impact of lighting on office administration
3. Discuss the important guidelines in the selection of office furnishings

II. Answer the following in about 15 lines each

1. Describe the tasks of sound conditioning
2. Discuss the importance of standardisation of office furniture
3. Discuss the relationship between social habits and office cleanliness

3.7 REFERENCE BOOKS

1. P.K. Ghosh : Office Management, Principles and Practice, Sultan Chand & Sons, New Delhi, 1990.
2. S.P. Jain and T.N. Chhabra : Office Management, Dhanpat Rai and Sons, Delhi, 1982.
3. V.S.P. Rao and P.S. Narayana : Text Book of Office Management, Tata Mc Graw Hill, New Delhi, 1987.

Writer : G. Sreenivasa Reddy

UNIT-4 OFFICE ACCOMODATION AND LAYOUT

Contents

4.0 Objectives
4.1 Introduction
4.2 Aspects of Office Accommodation
4.3 Aspects of office layout
    4.3.1 Objectives of office layout
    4.3.2 Principles of office layout
    4.3.3 Process of office layout
4.4 Open and Individual offices
4.5 Some Issues in Office Accommodation and Layout
4.6 Summing up
4.7 Answers to Check Your Progress
4.8 Model Examination Questions
4.9 Reference Books

4.0 OBJECTIVES

The aim of this unit is to explain different aspects of office accommodation and layout. After going through this unit, you would be able to:

- explain different aspects of office accommodation;
- describe the objectives, principles and process of office layout;
- explain the advantages and disadvantages of open and individual offices, and
- identify issues in office accommodation and layout

4.1 INTRODUCTION

Office accommodation is an important factor that significantly conditions the mental and physical well being of the office worker and the efficiency of the office operations. Although the aspect of office accommodation was not being given the attention that it deserved for a long time there is of late some realization of the importance of proper office accommodation in our country. In this unit we shall discuss different aspects of office accommodation and layout. The advantages and disadvantages of open and individual offices are also discussed in this unit.

4.2 ASPECTS OF OFFICE ACCOMMODATION

It is difficult to state exactly as to what is the most suitable locations. An office may be located in a village, town, city or a sub-urban area. India there has been a tendency to locate public offices mostly in large metropolitan and urban centres whereas there has been an increasing tendency in the West to locate offices in sub-urban areas. The reasons for such a counter-tendency in the West is a growing awareness there, on account of the higher cost of space, overcrowding and congestion, growing trasport and communication problems and the menacing levels it is the cost of space, overcrowding and conges levels of pollution in urban and metropolitan areas. In the ultimate analysis it is the cost factor that generally influences the choice of office location.

Availability of adequate means of transport and various other service facilities necessary for the proper working of the office are other important considerations in the office location,. Location of public offices near nerve-centres of transport like railway or bus stations will be quite advantageous. Similarly, proximity to banks, post offices, restaurants is also very important. Offices are to be located in such a place where the surroundings are healthy. This requirement is overlooked in the location of many public offices in metropolitan cities, where in quite a few of them have slums and open sewer lines right around.

Securing the required office accommodation may be done in three different ways viz., (1) by constructing a new building offers the following advantages: (1) by constructing a new building; (2) by purchasing a building that is ready; (3) taking a building on lease or on rent.

Of the three alternatives, constructing of a new building offers the following advantages: (1) the building can be planned on the basis of present and future needs; (2) own building represents a wise investment decision, especially, when part of the building is rented out on good terms; (3) own building lends permanence of location and thus avoids the need for changing the office address again and again. However, it is not always possible for every office to have its own building because of the huge investment involved, high cost of maintenance and several other vexacious entanglements like payment of taxes attending to repairs etc., Actually, there are numerous government offices which are working ever since their inception without having the benefit of their own buildings.

There are also certain advantages in leasing in buildings for purposes of office accommodation. The principal advantages in this regard are the absence of botheration of investment, no maintenance responsibility and flexibility in changing the location. The last mentioned advantage is a very important one for progressive and growing office organisations. There are certain difficulties too, in locating offices in rented buildings. These include a mismatch between the office requirements and the accommodation, high rents involved and uncertainity regarding the continuation of the location in future.

The public sector banks and the Food Corporation of India are resorting to a distinct kind of approach to this problem from the rest of public organisations. The are financing the owners of real estates in convenient locations to go in for construction of office premises with the prior agreement that building would be under lease to them for the purpose of accommodation the organisations for a long period of time. This method has the advantages of both own building and a hired one in the sense of having planned construction as also the option to change the location when required.

The size of the office accommodation must be such that it suits the present needs and allows for possible future expansion. It is difficult to suggest a fixed formula as to the ideal space required for each individual office worker.

There could be many variations in the shape of office accommodation. The office buildings could be 'I' shaped i.e., narrow and long or 'L' shaped or vertical or horizontal. In choosing the appropriate shape, considerations of space availability and the distance factor should be given due importance.

Proper lighting and ventilation of the office buildings help in reducing the physical and mental strain on the office worker. It would also provide a healthy and clean office environment. Sufficient doors, windows, and ventilators must be provided in the office building to ensure free flow of air, and availability of adequate natural light. Indiscriminate resort to costly air-conditioning to be avided to the extent possible. With frequent power cuts being experienced in several parts of the country the public offices may do well to depend more on natural ventilation and lighting, which, in addition to other benefits also helps keep the office costs low.

While selecting or constructing office buildings, it is necessary to make adequate provision for the amenities for the office staff and the visiting public. Departments or sections of office which are more frequently visited by the public should be located in easily accessble areas within the office premises. The office accommodation must particularly provide for the necessary number of cloak rooms, water points, rest places, canteens etc., for the convenience of office workers and the visitors.

Cost is very important factor in considering office accommodation. In some of the large cities in the country the cost of the hired floor space is as high as Rs. 70 to 80 per square metre per month. Sufficient care must therefore, be taken in acquiringg space just enough for the purpose. There is a tendency in the government organisations to hire in office premises at rates substantially higher than those in the market either because of leniency or for some personal pecuniary gain.

Chek Your Progress - Exercise.1

1. Describe the advantages of leasing in buildings for office accommodation.

....

....

....

....

2. Identify the factors influencing the choice of office location.

....

....

....

....

4.3 ASPECTS OF OFFICE LAYOUT

Little field and Rachel define office layout as the arrangement of office equipment within available floor space to provide maximum effectiveness and the coordination of these components into an efficient and attractive unity. Thus, office layout may be considered as establishing a proper relationship between two major material components of the office system viz., the equipment and the space.

Proper office layout secures for the organisation several benefits like effective flow of office work, economics in utilisation of floor space and equipment, employee comfort and satisfaction, providing an impressive look to the visitors and customers, facility of supervision etc..

Layout can be carried out most effectively if its planning is incorporated into the office building plan itself. Opportunities are provided at such a time for careful study of space requirements. This job, however, requires a close cooperation between the office executives and the building architects. Since very few public offices have the facility of own buildings, purposeful layout planning could be achieved only in a few of them. More of the office managers in India are required to layout office facilities in buildings which were not specifically built for office use.

4.3.1 Objectives of Office Layout

Whether it is a question of layout planning prior to a given floor space, the office management must first know about the central objectives of office layout. The chief objectives of office layout are as follows:

- effective work flow;
- adequacy and effective utilization of space;
- comfort and satisfaction of office functionaries;
- favourable impression with the clientele and visitors;
- facility of supervision;
- flexibility for various needs; and
- balancing capacities of equipment and staff at each stage in flow of work

The equipment in the office should be arranged in the office floor space in such a way that the work flows in a straight line. In the absence of a planned layout the work flows in all directions; backword, forward and retracting and criss-crossing previous routes-resulting in papers getting excessively handled, personnel getting engaged in needless movement and the work suffering on account of avoidable delays.

The space allocated for each division and individual functionary within the office should be adequate for the job requirements and should not be either unduly excessive or deficient. Both these objectives are frequently under-mined in public offices because of certain reasons, for example, there are many government offices in India, wherein space allotment goes more by the hierarchical status of the employee, than his job and functional requirements. Usually the gazetted and higher category of staff get accommodation larger than what is needed for their genuine official requirements, while lower grade employees are squeezed into congested rooms or halls. Improper building design also creates problems in the way of systematic aportionment of scanty office space. More than all these, a scientific assessment of space requirements is generally overlooked in the public offices in India with the exception of financial institutions like banks and insurance corporations.

Employee comfort and satisfaction could be greatly facilitated or retarded by the layout system. Improper agreement of stationary, equipment and furniture in the office may obstruct movement of persons and entry of natural light and fresh air. It may also cloud the subordinates from the view of supervisory staff. Besides, the visiting public may also get a poor impression about the office and the organization of which it is a part.

The public offices being fast changing institutions with frequent transfers among employees, fluctuations in the work flows and the number of visitors the layout arrangement should be carefully arrived to provide scope for any needed changes that the exigencies of the office situation demand.

Finally, the objective of balancing equipment and personnel implies that a proper layout ensures optimisation of relations between the material and manpower resources of the office. What is more important is assignment of office equipment to different employees in a way that maximum advantage is derived from out of it.

4.3.2 Principles of Office Layout

On the basis of crystalisation of past experience of several office managers a list of principles or guidelines to be more modest, are being suggested to help facilitate the job of office layout. Given below is a list of some such select guidelines.

- Work should flow continuously forward and as nearly as possible in a straight line.
- Sections or wings which have identical, related or mutually interactive functions should be located near each other to cut down time otherwise consumed in movements.
- Equipment and furniture should be arranged in straight line symmetry with angular placement of desks and chairs being reserved for supervisory functionaries.
- Location of central service pools (like stenographer's pools, file rooms, tabulating units, typists pools) nearer the user departments and employees.
- Uniformity in size of equipment and furniture should be ensured so as to provide for greater flexibility in terms of interchangeability and an orderly appearance.
- Space allocation should suit well the work demands and the requirements of employees comfort.
- Aisees should be wide enough to enable persons walking through, not to push against each other or against the desks.
- All employees should ordinarily face the same direction with the exception of overseeing staff who are to be placed to the rear of work groups.
- Noise producing equipment and the units which use such equipment may have to be partitioned off to spare the other units from disturbance and distraction.
- Employees handling work requiring closer concentration should be accommodated in partitioned enclosures or at less noisy places.
- Arrangement of desks should be such that no employee is made to face an objectionable, source of light. Illumination, wherever possible, should strike employee's work area from above and slightly from behind the employee.
- Sections which have frequent and high volume of public visitors must be located in places easily accessible to them and reasonably away from places where important, confidential or very sensitive nature of works take place.
- Ensure adequate light and air for all employees. As far as possible it is desirable to ensure both the above through natural sources.
- Layout arrangements should be as flexible as possible. Large rectangular blocks of space facilitates work flow and provide for greater flexibility.

4.3.3 Process of Office Layout

Important questions that arise in the process of laying out an office are: Who should do the layout? When and how should it be done? While the first of these questions deals with the personnel, the second concerns itself with the time, and the last one with the method dimension of office layout.

The layout job is variedly handled in public offices of different sizes and types. In institutions which are pretty large and highly evolved, there may probably be a seperate planning and methods department doing this job. In others, the office manager or a functionary bearing a like designation may be coordinating the layout job. Some of the big corporate undertakings in the West have layout experts handling the job exclusively where as in India, probably no public organisation has gone to the extent of providing for such specialists.

As regards the appropriate time for layout job in newer organizations, it has to start at the time of designing the building or hiring the building itself. In ongoing offices layout changes are usually called for when there are important changes in the procedures, personnel, equipment and space availability. Even without any major changes in any of the above it is advisable that there is a periodic review of layout arrangements at least once in every two to three years.

The person designated to handle the layout job should first familiarize himself with the principal procedures, work units, personnel, equipment and the space availability. Then he should be assemble the tools necessary for laying out.

The helpful tools for this purpose are:

- a blueprint of the available office area;
- a drawing of floor space made to scale;
- templates (models of physical items); and
- flow process charts or charts describing work flow vis-a-vis work processes.

After completing these preliminaries, the person incharge should ensure the following four step process in planning the office layout.

(1) Hold discussions with each supervisor or head of department on the present and future space needs and the direction and plan of work flow of all operations in the office. This step is necessary both for involving the higher levels for the smooth transactions of laying out business and for getting information necessary for the job.

(2) Referring to the blueprint plan prepare or draw to scale, the space under consideration, showing the location of such items as columns, doors and windows.

(3) Work out a tentative plan of office layout by arranging templates or models on the scale drawing which has been made. Observe principles of good layout in doing so. Then get final approval from all the employees likely to be associated directly or indirectly by the proposed layout.

(4) Identify all items of equipment on the layout plan, then label pieces of equipment to correspond and wait for a time when confusion is minimized and then make the actual move.

An important issue in the laying out of an office is to asses the space requirements of different categories of employees. The following list of space allowances suggested for offices in the West is being given here for purposes of possible adoptation to Indian conditions.

Sl. No.	Category of office employees	Space requirement in square feet
1.	Clerical worker	75-85
2.	Chief clerk	75
3.	Supervisor	100
4.	Junior executive	130
5.	First-level executive	200
6.	Depatment Head	310
7.	Top executive	400

It is also suggested that under western conditions main aisles and secondary aisles should be allocated widths measuring 5 and 4 feet, respectively

Chek Your Progress - Exercise.2

1. Define office layout

....

....

....

....

2. What are the objectives of office layout

....

....

....

....

3. What are the helpful tools for office layout

....

....

....

....

4.4. OPEN AND INDIVIDUAL OFFICES

An important consideration in laying out an office is to decide as to whether the institution requires a few open offices or a large number of small individual offices. Under the open office system all the employees are put in a large room (s) or hall (s),instead of in seperate rooms.The open office system is becoming increasingly popular in India particularly in railways, post offices and in banking and insurance organizations and industrial enterprises. The offices under the government departments still largely follow the private office system.

Some of the advantages claimed for open office system as against individual offices are: (1) economy resulting from absence of walls and partitions (estimated to occupy about 25 per cent of floor space) and savings on lighting and air-conditioning, (2) better work supervision, on account of supervisor viewing all the time the work of subordinates; (3) flexibility necessary for easily changing the layout when required; (4) scope for better communication and (5) possibility for centralising of costly services for common use.

Open offices are not without limitations. Some of these are:

- absence of privacy required for works of confidential nature or for those requiring close concentration;
- employees develop a sense of regimentation and facelessness being always in the view of supervisory staff and being seated in massive halls with hundreds and thousands of workers;
- the efficiency of workers may suffer because of too many possibilities of detractions from work.
- large open offices are generally not good for health since infectious diseases could be easily passed and contacted.

- open offices ignore the variations in individual needs of lighting, ventilation, heat and cooling; and
- open offices have a tendency of affecting the identity and consequently, the morale of primary working groups.

Small individual offices are no longer that popular as they were in the past. They are now being adopted mostly for higher managerial staff, for work of confidential nature and for activities needing isolation because of their untidy nature or noise producing equipment.

Under the private office system, a small group of staff or executives sit in a small room constructed either by pucca walls or by door-high partitions usually made of light wood or hard board.

The private or individual offices offer the advantages of (1) privacy needed for confidential or sensitive assignments; (2) personal atmosphere, sense of imortance and prestige to the individual worker; (3) reduced scope for disturbances, detractions and gossiping; and (4) more healthy environment by minimising the scope for transmission of infectious deseases.

The drawbacks of individual or private offices are:

- uneconomic because of wastage of considerable space consumed in partitions, and higher over head charges on lighting, ventilation, air-conditioning etc.,
- hampering of executive scope for supervision of the subordinate officials as the latter would not be in the constant and close view of supervisors under the open office system.
- adverse effects on intercommunication and flow of work on account of presence of walls and partitions;
- obstruction to natural lighting and ventilation; and
- loss of flexibility in changing layout arrangements, according to exigencies of circumstances.

The current trend in public offfices in general is to move towards open offices, incorporating certain elements of individual office system. Thus, for example, the open offices are being arranged such that the full office is not to be seen. This is done by hanging screens; light, movable and low height ceilings; furnishings and fillings wherever needed. Number of improvements are being worked upon the traditional open office system in order to minimise its disadvantages. This is done by way of measures such as use of fixtures, noise-deadening and absorption equipment, etc (accoustic).

Check Your Progress - Exercise.3

1. Explain the meaning of open and individual offices.

....

....

....

....

2. What are the advantages of open office system.

....

....

....

....

3. What are the limitations of open office system.

....

....

....

....

4.5. SOME ISSUES IN OFFICE ACCOMMODATION AND LAYOUT

Now we turn our attention to some of the major issues involved in office accommodation and layout.

The first major issue in this regard is the absence of a scientific approach to the problem in the field of public office management in India. This is partly due to the absence of professionalisation of office management and partly due to the relative newness of the office culture in the country.

The result of all this is the lack of specialized attention to the problems of office management in general and to those of office layout in particular.

Location of offices in buildings not specifically designed for that purpose has been another major problem. It is not uncommon to find public offices being located either in make-shift structures or in residential dwellings lacking many of the basic office ameneties and locational requirements like approach roads and transportation facilities. The offices being located in such buildings on uncertain basis costly modifications of permanent nature cannot generally be effected.

Departmentalism is another tendency that militates against proper accommodation and layout arragements. The individual departments within the organisation try to gain and retain as much of space and equipment as possible from the general pool, even if all that is not necessary at the moment or in the near future. This kind of tendency leads to over occupation of space by divisions headed by assertive persons at the cost of those which have weaker heads but genuinely unmet needs.

The status consciousness is another important factor that makes office layout problematic. The demand and allocation of office space in the India context is mostly based on the status of the office functionaries than on any criterion evolved after scientific evaluation of functional requirements.

A major suggestion appropriate in the context of accommodation and layout of offices is, that of going in for construction of large public office complexes. This will have several advantages like: avoidance of needless travel from pillar to post for the public frequenting the offices; economy on overheads; flexibility in use of office facilities and equipment; saving of time for offices that would otherwise be lost in correspondence between distantly located offices; professionalisation in office services likely to be made possible from large scale aggregation of office workers and work at fewer places. This approach is being followed in several states in the country including the State of Andhra Pradesh, wherein construction of a few district administration office complexes are under way.

4.6 SUMMING UP

In this unit we discussed about various aspects of office accommodation and layout. The accommodation and layout has an important bearing on the efficiency of public organizations. The advantages and limitations of open and individual office systems were also discussed. After reading this unit, you will be able to realise the absence of scientific approach to this problem in the field of public office management.

4.7 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Exercise - 1

1. See 6.2
2. See 6.2

Exercise - 2

1. See 6.3
2. See 6.3.1
3. See 6.3.3

Exercise - 3

1. See 6.4
2. See 6.4
3. See 6.4

4.8 MODEL EXAMINATION QUESTIONS

I. Answer the follwoing in 30 lines each

1. Discuss the important aspects of office accommodation.
2. Write an essay on principles of office layout
3. What are the objectives of office layout
4. Discuss the advantages and limitations of open office system

II. Answer the following in 15 lines each

1. Identify the issues in office accommodation and layout
2. Discuss the advantages of leasing in buildings for purposes of office accommodation

4.9 REFERENCE BOOKS

1. Lucy Mac Jennings : Secretarial and Administrative Procedures, Prentice-Hall, New Jersey 1978.
2. P.N. Reddy, H.R. Appannaiah : Office Organisation and Management, Himalaya Publishing House, 1990.
3. S.P. Jain and T.N. Chhabra : Office Management, Dhanpat Rai & Sons, Delhi, 1982.

Written by: G. Sreenivasa Reddy.

UNIT-5 OFFICE MACHINES AND EQUIPMENT

Contents

5.0 Objectives
5.1 Introduction
5.2 Importance of Office Mechanisation
5.3 Advantages of Office Mechanisation
5.4 Problems of Mechanisation
5.5 Check List of Considerations in Purchasing Machines
5.6 Categorisation of Office Machines
5.7 Maintenance of Machines
5.8 Inventory of Machines
5.9 Summing up
5.10 Answers to Check Your Progress
5.11 Model Examination Questions
5.12 Reference Books

5.0 OBJECTIVES

After going through this unit you should be able to:

- List out the advantages and problems of office mechanisation,
- Identify the considerations in purchasing office machines, and
- Explain the problems in the maintenance of machines.

5.1 INTRODUCTION

The office machines and equipment are the important tools of office administration. They fecilitate the efficient functioning of office. In this unit we shall discuss different aspects related to office mechanisation. The aspects of procurement and maintenance of machines are also discussed in this unit.

5.2 IMPORTANCE OF OFFICE MECHANIZATION

The modern age is the 'Machine Age'. Office machines have come a long way since Christopher Sholes presented the world with the first practical typewriter in 1873. The present day administrators are faced with a bewildering array of office machines which are capable of virtually handling all types of operations. Mechanization, which first came to factory process is now moving into office and administrative processes at a pace surpassing its pace of progress in the industrial sector. One significant factor accounting for this is the fact that the number of "white collar" workers (office workers) is fast exceeding that of the "blue collar" workers (industrial workers).

Mechanization, in the words of H. Webster Johnson and William G. Savage, has saved many offices from drowning in a flood of paper. It has introduced new streamlined methods, that have speeded up information handling, and unelogged channels of communication, both within and outside an organization.

5.3 ADVANTAGES OF OFFICE MECHANIZATION

Several advantages are envisaged of the properly purchased office machines. Some of the more important among these are listed below.

- **Economy:** Office machines secure economy in office operations in several ways. The machines save on labour input and consequently help in cutting wage bills. Office machines also make possible the performance of dual functions in one operation, such as the production of the totals and cross-additions as a byproduct of the original entry. They cut on unit-costs of output. Further, they effect savings by reducing the personal needs, and to some extent, also the space needs of the personnel.

- **Reduce Monotony:** Some of the office tasks like addressing, sealing and applying postage to envelopes are so very monotonous that, they, apart from inducing fatigue cannot sustain the interest of persons engaged in such operations. Such tasks are more satisfactorily done through machines.

- **Quality:** The quality of work done by machines is generally superior to the manual work. This qualitative superiority may be either in terms of accuracy and preecision-illustratively as in jobs turned out by calculating and accounting machines-or in terms of standardization of the service or product. Besides, machinized operations tend to have improved appearance. Machine written invoices and reports are good examples of this.

- **Speed:** Machines work much more faster than human beings do. To cite a case in point, the computation of intermediate and SSC examination results which were taking two to three months time earlier are now being published in about half of that time. Promptness in service is certainly a virtue in public offices afflicted with endemic delays.

- **Standardization:** There are quite a few office tasks that require standardizaiton and uniformity and this standardization can be best done by machines. For example, several documents written in long hand by different employees may vary in their script wile in the type written ones uniformity could be ensured.

- **Large Scale Production:** Large scale production or rendering of services is possible through machines. For example, computer can handle the requirements of thousands of employees and a duplicating machine can produce thousands of copies within hours.

- **Reduces Dependence on Human Labour:** One of the prime motives behind mechanization of the factory processes in the West has been the growing consciousness of the workers and their resort consequently to strikes and work stoppages. The factory owners and managements found machines very handy, among other things, for overcoming dependence on workers. Under conditions of labour shortage machines provide the ideal alternative.

- **Minimization of Hazards:** Some of the manual office operations where routine or of highly complex type and those which are positively hazardous to health may have to be performed by machines only. Manual cleaning and dusting of offices, for example, exposes the office sweepers and scavengers to respiratory and communicable diseases. Machines are considered as made suitable for doing such jobs.

- **Space Saving:** Office space cost is an important component of office expenditure, particularly in large cities and metropolitan centres where rents or rental value of offices is very high. Consequently, minimisation of space occupation is a very important consideration for the office administrator. Machines save office space in many important ways: viz., (a) by way of substituting the work of a large number of office workers who impose pressure on scarce office space, and (b) by way of storage of vast data through microfitting and computerising which would otherwise occupy enormous office spaces. Besides, computers interpret complex data more efficiently and faster than when done through manual processes.

- **Comfort:** Comfort of the office employees, the consumers and the public is enhanced with the use of machines. The comfort caused by machines like fans, air-conditioners, vehicles is too well know to need any special mention. There are an array of machines and the duplicators of various types avoid the need for the office worker to write the same thing time and again for making copies. Microfilming equipment helps the record maker in instantly recording data which otherwise carried would take days and weeks. The telephones and intercoms avoid the necessity for long jouneys or irritating movements off and on from the work place of the employee.

- **Lesser Fraud:** Machines help minimise the chances of fraud in office work. Time-recording machines or clocks employed for recording the arrival and departure times of employees is a best example of such fraud countering appliances.

- **Control:** Finally, office machines enhance the personality of office executive severalfold. Time keeping devise, signing machines provide some typical examples of this kind.

Chek Your Progress - Exercise.1

1. Explain the importance of office mechanisation

....

....

....

....

2. How Quality of work Improves with office Mechanisation.

....

....

....

....

5.4 PROBLEMS OF MECHANIZATION

Use of machines in offices is not an unmixed blessing. Machines and equipment in their wake bring in certain problems while no doubt solving certain others. The first of thes problems is the **labour displacement** potential of many machines. Use of computers is a good case in point. A computer can do the work done by hundreds or even thousands of employees. This labour displacement may be all right in countries with chronic labour shortages like USA, France, Japan or UK. But in a country like India, with high unemployment rate, one has to think twice before mechanising office operations. Even within India, the private sector can execuse itself of resorting to mechanization; the administration of public offices however, has a special responsibility casting on itself for not aggarvating the already precarious employment situation. Here, it should be remembered that all machines do not equally lead to labour displacement.

The effective use of machines presuppose availability of certain infrastructural facilitiec like suitable locations, trained manpower to handle machines, arrangments for maintenance, repairs and servicing in time, provisions for inputs, uninterrupted supply of power etc., It is not rare to find machines and other office equipment idling for want of some of these facilities. When the above mentioned things are not taken care of, mechanization instead of subserving office needs may become a positive liability to the office management.

Cases of under-utilization of machines and equipment are not uncommon. Many costly machines are not in use everyday but are only used occasionaly eitther because of insufficient volume of work or non-availability of manpower for training and maintenance.

Another problem in mechanization is the high cost involved in installation, operating and for attending to repairs in the events of breakdown. Further, machines are likely to make the office workers cogs in the wheel than real human beings.

5.5 CHECK LIST OF COSIDERATIONS IN PURCHASING MACHINES

Since new office machinery involves a considerable investment, it is advisable to look at the machinery from different angles. Some of the important considerations to be kept in mind while going in for mechanization are:

- **Durability:** Machines in public offices are generally used by different people under verying conditions. Unless the machines are strong and sturdy they do not last long. Shortlived machines amount to poor investment.

- **Facility of Operation:** Ease of operation, lesser fatigue and fewer errors go with facility of operation. Ease of operations is helpful for training or orientating employees in the use of machines.

- **Flexibility and Portability:** Unless there is enough work to keep a highly specialised and costly machine engaged, it is desirable to choose a machine which could be used for different types of office work. Portability or the suitability of the machine for movement from user to user or from section to section within the office is also another important consideration.

- **Service:** Dependable and uninterrupted parformance demand quick repairs and proper maintenance. Machines amenable for prompt servicing have advantage over ones which could not be so serviced.

- **Cost:** Cost, perhaps, is the most important single factor in the selection of machines. This factor becomes all the more important in public offices wherein there are competing demands and scarce resources. Cost here includes purchase price and input and the maintenance expenditure. Cost, sometimes becomes a misleading indicator. Machines, whose purchase price is low may involve high input and maintenance cost which together exceed the total cost of another equally good machine with higher initial cost. Here the criterion of cost should be viewed in a broader sense including considerations economy of space. There are certain office machines, which occupy excessively large space. Such machines are to be avoided in cases where availability of office space is a pressing problem.

- **Necessity:** The need for a machine should never be taken for granted. It is likely that certain alternatives to going in for machines are available readily or on careful exploration. Doing without machines may mean elimination, simplifying or rescheduling the work or getting thee work done through non-mechanical means. If a work could be performed with roughly the same or even little higher cost through the manual method it should be preferred in a labour surplus country like India.

- **Safety:** The machines and equipment used must be safe in the sense of being non-hazardous' non-accident causing and non-polluting.

- **Standardization:** In big organiztions employing machines on a fairly large scale, achieving a certain degree of uniformity in machine makes has several advantages such as lower cost for unit of purchase due to bulk buying, lower servicing costs because of handling fewer makes scope for quick acquisition of mechanical expertise, and flexibility due to interchange-ability of office workers or machines within the office. Another aspect of standardization is the consideration of quality. The machines bearing ISI (Indian Standard Institute) marking are to be generally preferred to those not bearing such markings.

- **Suitability:** The machines should suit the office conditions particularly in terms of adequate provisions for installation, input and maintenance costs, and availability of trained manpower to handle the machines.

Chek Your Progress - Exercise.2

1. Identify the problems of office mechanization

....

....

....

....

2. Explain the advantages of standardisat on o office machines

....

....

....

....

5.6 CATEGORIZATION OF OFFICE MACHINES AND EQUIPMENT

Numerous kinds and makes of machines and equipment are used in the modern offices for performing diverse functions. There is no easy and neat way of classifying all these plethora. One possible method of categorising office machines is on the basis of office jobs performed by them. From this angle Littlefield and Rachel group the office equipment into four categories vig; (1) data assembling equipment, (2) data processing equipment, (3) data communicating equipment, and (4) data recording equipment. Jackson adopts a different basis and classifies office appliances into five categories as given below:

(a) Typewriters
(b) Duplicating machines
(c) Imprinting machines
(d) Computing, Accounting and Tabulating machines, and
(e) Communicating machines

- **Typewriters:** Typewriters are perhaps the most important and the most widely used among the different types of office machines. Typewritten messages and information ensure neatness and legibility and thus reduce strain on the person reading or using them. Besides, typewriters help duplicaation of mecssages much faster than when done through manual methods. Typewriters duplicate messages upto five to nine copies at a time depending on the thickness of the paper and the quality of carbon used. While on ordinary paper a maximum of five copies can be had, with manifold paper upto nine copies could be made simultaneously. Typewritten letters and documents also facilitate notings, which being handwritten, stand in easy contrast to the typed letters.

Although the standard typewriter in a public office is still one of the mechanical type, electric models are gaining popularity in the recent years. The appeal of electric typewriters stems from their ability to produce uniform and cleaner prints facility of more carbon copies and greater output with reduced fatigue for the typist. Besides, it has certain additional features like proportionate spacing, paper injector-ejector devices and tabulating mechanism. The other important variations of typewriters are the automatic typewriter, the composing typewriter and the teletypewriter. The automatic typewriter operates either from a punched tape or from a perforated record and produces individually typed letters at speeds in the range of 175 words per minute. The composing typewriter has interchangeable type-styles for setting up master copy with varied headings and margins. The tele typewriters transmit messages over telephone circuits and thus combine the advantages of typing and mailing simultaneously and instantly.

- **Duplicating Machine:** Duplicating of records, letters and documents is a continuous requirement in the offices. If the scale of duplication work is small, it could be comfortably managed with typewriters, and if it is big, printing is resorted to. If the scale of requirement is neither too small nor too large, duplicating machines become necessary. There are many different types of duplicating machines of which hectograph, mimeograph, multigraph, multilith or offset duplicator and photocopier are the important ones. Let us discuss some more detials about there machines.

(i) **Hectograph:** This is also known as *gelatine duplicator*. It is an inexpensive machine. The hectograph process involves writing of the first document either in a special writing medium known as hectograph ink or typing it with special carbon paper. The document so written/typed is pressed against a gelatine surface to produce upto fifty copies at a stretch.

(ii) **Mimeograph:** Mimeograph are alternatively known as stencil duplicators. The duplicating process in this case involves typing coated tissue paper known as stencil. Images of words and figures are cut through the stencil as a result of this kind of writing or typing. The cut stencils are then put on the mimeograph machine. As the ink roller of this machine runs up and down on one side of the stencil duplicating paper, the paper inserted on the other side receives ink impressions through the cuts in the stencil. The usual type of mineograph machine can give upto one thousand copies while the special makes fitted with self-inking appliances will give upto five thousand copies at a time. Mimeography machines could be either hand-driven or electrically operated. The latter, although expensive, are relatively more efficient and give operational comfort.

(iii) **Multigraph:** This machine works as a small printing press in the office. The type in this case is set by hand. This machine renders both typing and printing functions. While printing through ribbon produces a copy similar to the typed one, inking the type produces a copy similar to a printed one. This machine being expensive it could be economic only when large number of copies are required. Motor driven and automatically fed type of multigrah machines can turn out upto three thousand copies per an hour of operation.

(iv) **Multilith:** It is alternatively called office off-set duplicating mechine. Multilith processes are used for off-set duplication within offices as a substitute for off-set printing outside. Under this method master copy is prepared either by typing through carbon ribbon or special carbon paper or by photographic means on a zinc plate. Material thus type-written or photographed on the master copy is transferred on to a rubber roll in the multilith machine. Now the paper fed into the machine gets the imprint from this roll. Unlimited number of copies resembling the printed ones could be conveniently produced with the help of this machine.

(v) **Photo Copiers:** Printed or duplicated copies could be had by photostatic processes with the help of photocopying machines. Here, matter is first drawn on a semi-transparent sheet of paper placed on a printing frame which is in direct contact with a sensitized paper and then exposed to light. Photocopying could be employed for having copies of the same size dimensions as that of the original or it could be magnified or miniatured as per the office needs. Photographing in miniature or microfilming is gaining increasing popularity in the offices handling large volumes of documentary information under conditions of acute space shortage. Sixteen millimeter strip of film is used for microfilming purposes. The duplicated microfilm data is magnified under microscopes or through magnifying projectors when needed for reference purposes.

- **Imprinting Machines:** Imprinting processes add to the existing copy while the duplicating processes merely reproduce a number of facsimile copies. The imprinting machines are of varied forms such as impression stamps, addressing machines and signature machines. The impression stamps are the rubber stamps bearing such impressions as PAID, DATE, REGD POST/ACK DUE of impressions of serial numbers. Signature machines are used for imprinting signatures or notices required repeatedly and in large numbers.

- **Computing, Accounting and Tabulating Machines:** These machines are used for tasks requiring quick circulation and efficient figure work in bigger organizations where in volume of such work cannot be carried through manual processes. These machines are particularly useful in accounting, auditing and statistical wings of the offices or in offices like that of the Census Commissioner or of the Bureau of Statistics and Economics.

Computing machines could be either simple adding machines with their function limited to addition and substraction or calculating machines used primarily for performing functions of multiplication and division. Most adding machines employ automatic printing devices which print both factors and the results. These devices are available in both electric and manual models with a choice of a full key board or ten key arrangement. The calculators are of two types-rotary and key-driven. Depression of a key causes a key-driven machine to operate where as rotary calculators are worked by depressing an activating bar.

Accounting machines refer to a broad category including book-keeping, billing and posting machines as well as the pure accounting machines. These machines have several accumulators or registers where from totals from several classifications of data could be obtained. These machines perform accounting tasks like preparation of accounting documents and totalling of accumulated sums. Book-keeping and accounting machines differ from other office appliances in their ability to register descriptive information such as simple numerical codes or complete alphabetical descriptions. Some of the more evolved accounting machines, for instance, type costomer's name together with a brief description of the sale and the unit cost, then work out the discount and the total amount and then pick out the previous balance and reprint the new balance.

- **Cammunicating Machines:** Communicating machines include telephones, intercoms, mailing and posting equipment and devise for external communication.

The telephone is a widely used devise for external communication in public offices. Telephones help office executives minimise movements other wise necessitated in eliciting from or conveying of information to distant sources. While in small offices there may be a single telephone with a single receiver set, bigger offices install a number of them with extension facility. In addition, large public offices, generally have their own internal telephone exchanges providing telephone facility to all the divisions or wings of the office. Installation and operation of this system is less expensive in office complexes having closely located office units.

Telephones offer various services of which three are very common and important. They are: local call service; trunk calls service; and the STD (Subscriber Trunk Dialing) service.

Local calls are made within the local limits of the phone exchange or a cluster (grid) of such exchanges. In bigger towns and cities such calls are very important because of the distances involved between the main office and the subodinate offices.

Trunk calls are made for contacting people outside the local limits. These calls could be ordinary, urgent, priority and lightening type. Urgent calls are given precedence and charged at twice the rate of the ordinary calls. Priority calls have precedence over the ordinary ones and are charged at four times the ordinary call rate. Lightening calls are charged eight times the ordinary call rate and take precedence over all other categories of calls.

Trunk calls may again be classified on the basis of duration of the call and the source of payment of service charges. While ordinary trunk calls are charged to the originating source, reversed charge trunk calls are chargeable to the called party. Fixed time trunk calls are another variety of outstation calls booked in advance by any subscriber over direct trunk lines.

STD service for outstation calls is now available in many towns and in all cities in the country. Under this facility the subscriber can directly dial any number in the STD net-work.

Telephone facility' unless carefully guarded, is liable for misuse in public offices. Therefore, enough attention should to be paid for keeping watch over the use of telephones. If the office has more than one phone, It is advisable to limit the STD facility to one Telephone only. The other telephones can be fitted with an STC bar. It is advisable to keep the telephones as far as possible under lock and key. Additionally, a register under watch may be kept at the telephone point to ensure recording to the private calls made by the office employees.

5.7 MAINTENANCE OF MACHINES

In most public offices the employees using machines are not qualified to repair or service the machines they use. Large public organizations that have a great deal of equipment generally have a staff of service personnel to attend to maintenance and repair works. It is important to ensure that this service staff are properly trained and are uptodate with the machines that they service. It is advisable in such large organisations to periodically orient the maintenance staff through visits to companies manufacturing the equipment. Organisations which do provide for their own maintenance personnel depend on contract service from vendors on service call basis.

Whether an organization has a seperate maintenance wing or whether it has only a service contract with some outside agencies, the machine operators have got to be kept proficient in attending to small repair and maintenance jobs. For eg. employees using typewriters should keep their machines properly dusted, clean the keys daily, keep the machine covered when not under use, and should see that the control switch of electric typewriter is off when out of use for some length of time.

Machine maintenance is largely neglected aspect of the functioning of public offices. There are many public institutions wherein the machines are in discuse for want of sufficient provision to their maintenance. The budget allocation being rather rigidly observed in departmental offices of the government the problem is particularly severe here. It is important that sufficient monetary provision is made for proper upkeep of machines as a part of the overall office budget. Another maintenance problem is one of not fixing responsibility for the maintenance of machines in proper working condition on individual office functionaries. When this is not done, there is bound to be carelessness in the handling of machines.

5.8 INVENTORY OF MACHINES

There should be provision for inventory of machines at periodic intervals. After the purchase, each piece of equipment must be marked with an identification number and then the number should be recorded in the property file. The property file, in addition to the number must contain other important particulars like; the description, size, style and kind; the name of the manufacturer and dealer; the date of purchase, the voucher number, the price, the serial number, the company identification number and the location; the per cent of time used daily weekly and monthly; the condition of equipment, the average life, the annual depreciation and the age of the machine.

The inventory of machinery would be helpful for getting a total picture of the availability of machines as against their requirement. This is also desirable from the point of view of safeguarding machines from theft and misplacement.

Chek Your Progress - Exercise, 3

1. What is the need for inventory of machines

....

....

....

....

2. Discuss the importance of telephone as a device for office communications

....

....

....

....

5.9 SUMMING UP

In this unit we have discussed about different aspects of office mechanisation. The issues discussed in this unit are significant in the context of public controversy about the use of modern machines in public offices. The advantages and problems of office mechanisation are clearly explained in this unit.

5.10 ANSWERS TO CHECK YOUR PROGRESS

Exercise-1

1. See 5.2
2. See 5.3

Exercise - 2

1. See 5.4
2. See 5.4 and 5.5

Exercise - 3

1. See 5.8
2. See 5.6

5.11 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each

1. What are the advaniages of office mechanisaion
2. What are the proboems in office mechanisation
3. Explain the considerations in purchasing machines

II. Answer the following in about 15 lines each

1. Explain the importance of inventory of machines
2. Discuss the role of telephone as a means of communication in public office
3. What are the problems in maintenance of machines

5.12 REFERENCE BOOKS

1. Don Tapscott : Office Automation, Plenum Press, Ne York, 1947.
2. S.P. Arora : Office Organisation and Management, Vikas Publishing House, New Delhi, 1982.
3. P.N. Reddy, H.R. Appannaiah : Office Organisation and Management, Himalaya Publish ing House, 1990.
4. V.S.P. Rao and P.S. Narayana : Text Book of Office Management, Tata Mc Graw Hill, New Delhi, 1987.

Writer: G. Sreenivasa Reddy

UNIT-6 OFFICE SERVICES

Contents

6.0 Objectives
6.1 Introduction
6.2 The Office Services
6.3 Reception Services
6.4 Mailing Services
 6.4.1 Incoming or Inward mail
 6.4.2 Outgoing or outward mail
6.5 Centralisation of Office Services
6.6 Summing up
6.7 Answers to Check Your Progress
6.8 Model Examination Questions
6.9 Reference Books

6.0 OBJECTIVES

The aim of this unit is to introduce you to the processes of office services. After going through the unit you would be able to:

- explain the importance of reception services;
- describe the process of mailing services; and
- identify the advantages and limitations of centralisation of office services.

6.1 INTRODUCTION

Modern public administration is a complex process involving coordination of four major elements viz., 'Men, Materials, Machines and Money' (four Ms for short). Effective coordination of these elements presupposes availability of a number of managerial activities and functions and rendering of numerous services. The services which made effective administration possible are generally called office services. The office services are the basic services that rightly characterise the office as the nerve centre of administrative activity. In this unit we shall discuss about some important office services. We shall be also discussing the issues related to centralisation of office services.

6.2 THE OFFICE SERVICES

The office services are generally performed by the specialists working in the staff agencies of the administrative organizations. The important office services may be listed as the following:

- the writing of letters, reports and memorandam
- the creation, storage and disposal of records
- filing and indexing
- the reception of visitors and clients
- the control and design of forms

- the receipt, processing and dispatch of mail
- voice-to-voice and other numerous forms of data communication.

Of the above seven different office sevices writing of letters and memoranda, report writing, creation, storage and disposal of records, filing and indexing and data communication are discussed seperately. This unit deals only with the office services not covered elsewhere in this book. In this unit particularly the two main office services viz., reception, mailing services are discussed.

6.2 RECEPTION SERVICE

Cultivating good public relations is an important prerequisite for public organizations under a democratic dispensation. The emphasis on public relations and the enhancement of the image of the administration focus on the role of the receptionist as the 'First Man' or 'First Lady'. While business and industrial firms literally spend millions of rupees in building favourable public image of their services and products, the governmental organization-whether of industrial or service type-are not making full use of the reception service as a potential device for building up of good public image, for themselves. The administrators in the public organizations have a general tendency either of entrusting the important task of meeting and talking to the visitors to inexperienced office workers, who in many cases turn a sour face to them or who simply ignore the utility of reception service altogether. Although this tendency in smaller public offices may be overlooked on grounds of smaller size of the organization or the non-feasibility of employing a professional receptionist, in bigger offices it is rather unfortunate. It may be noted here that the first appearance of a public office tends to be lasting one and the office administrator has to do everything in his power to create as best and positive an appearance as he could through employment of right people for handling of the receptionist services. A competent receptionist can provide a human touch to the public and office interactions. Good receptionist service would create an impression with the visitors that there is someone to care for them in the office. A warm and firm, gracious and tactful receptionist could work as an ideal shock absorber for an office executive. Besides, the provision of receptionist saves time which otherwise is likely to be wasted for the public in moving from place to place in the office to gather simple information. It would also save time for the individual employees in the office who are likely to be disturbed even when not dealing with matters of interest to visitors.

Sufficient care should be bestowed in picking up persons for rendering reception services. The general qualities required of a good receptionist are presentable appearance, a faculty or capacity for recognizing faces, friendly disposition and a genuine interest in the people. A typical receptionist working for a public office should have qualities that are more exacting than those required of her or his counterpart in a private or non-public office. Whereas the customers or clients coming to a private office generally come from a narrow range or background, the public visiting government offices tend to be highly diffuse and diversified background. People of many different kinds and description frequent public offices. This diffused and diversified client structure calls for higher skills in the receptionists employed in public offices.

Although certain qualities required of a good receptionist like a pleasing physique are inborn, there are certain others which could be cultivated by properly designed and executed training programmes. It is particularly important to make the receptionist aware not to make snap judgments in seizing up callers and about not to base their estimation of persons on outward appearances alone. Training would also be helpful in making the receptionist familiar with different aspects of the organization's working.

A question that is often faced by office administrations in organizing the reception service is whether or not to have men as receptionists. The general practice in the business world is to prefer women for these jobs. It is believed that women with their innate tenderness and mild manners make better effect on the visitors than do the men. In public offices however, ensuring exclusive employment of ladies as receptionists, is complicated because of the legal sanctions against gender based discrimination. Besides, under Indian conditions, retaining of women employees late and during odd hours is bound to create problems of its own.

Two factors seem to stand out in determining whether or not the reception service is effective. They are : the efficiency and courtesy. Efficiency in this context refers to activities such as prompt attention to the visitors, problems intelligent interaction with them and proper handling of he office employee with whom he or she needs to deal with. Courtesy implies pleasing manners and exhibition of interest, warmth and friendliness. These qualities together would go to assure the visitors about the earnestness of office in serving him.

In addition to being efficient and courteous, in the sense mentioned above, the receptionist requires certain physical arrangements for the proper discharge of his or her job. The modern reception room should provide for an atmosphere of comfort with a good interior decoration, good lighting and ventilation, comfortable seating, well chosen reading material, rest room facilities, telephone facility for contact with outside and an efficient intercom system for internal communication.

Some of the important and typical responsibilities that go with the job of a receptionist are:

- Attending to the enquiries
- Maintaining an index file for quick and ready reference
- Collecting and transmitting messages between the callers or visitors on the one hand and the office employees on the other
- Passing on phone calls to employees wanted by the callers.

In addition to the above, the receptionists would be, from time to time, called upon to perform several other functions, some of which do not necessarily constitute the reception work.

Chek Your Progress - Exercise.1

1. Explain the role of receptionist in public offices.

....

....

....

....

2. What are the qualities required for a good receptionist.

....

....

....

....

6.4 MAILING SERVICE

The various public offices in the country are together spending hundreds of millions of rupees on their mailing and postage operations. Yet, it is surprising to find that not much attention is paid to toning up and modernising of the mailing service in the public offices.

Mail is truely the lifeblood of the administration. It is the principal means of external communication through which the public office is linked to its controllers above and the clients and subsidiaries below. Regardless of the fact whether an organisation's mail centre is the mail desk in a small office room or an elaborate mailing department in a large public organisation, it should be equipped, organised, staffed and supervised effectively so as to enable the organisation to function meaningfully. Mail may be defined as the written communication between two or more persons with the intermediation of a messenger or a post office.

In the small public offices, there are gererally no separate arrangements for mailing operations in terms of availability of exclusive staff, space or equipment. In the larger public organisations, however, it is usual to find a wing or a whole department exclusively handling mailing operations. Such sections generally, bear the label mail room, mailing department, inward-outward section, despatch section, dak section etc.,

The mailing activities of the public offices broadly lend themselves to a two fold classification viz., incoming mail and out-going mail. Let us now discuss them in some detail.

6.4.1 Incoming or Inward Mail

The incoming mail may be in the form of applications, appeals, letters, telegrams, telex messages, reports, notices, circulars, purchase orders and remittances. The incoming mail may be received eitherr from sources outside the organization or from within. There are three important stages in the inward mail process. They are (1) procuring the mail; (2) processing the mail; and (3) reaching the mail.

The mail may be either received through post offices or through office messengers. The mail is ordinarily brought by the postman once a day in villages and smaller towns, and twice or more times a day in some big cities. Offices wherein the mailing work is of a sufficiently large volume, office workers are sent to collect the mail from the post offices concerned. However, all mail is not given into the hands of the office worker sent to post office for the purpose. Registered post, money orders and certain other special categories of mail are given to the addresses directly. Telegrams are also reached to the office. It is a practice with medium sized and large organization to hire a post box at the nearest post-offices, where this facility is available. Where offices have this arrangement, an employee of the mailing department or inward-outward section is sent to the post office once or twice a day to pick up the mail. Hiring of post box ensures correct delivery of mail by the postal and telegraph offices.

Processing of the mail involves a series of activities beginning from the time the mail reaches the office till it is received at its destinations within the offices. The processing of mail consists of six distinct jobs which logically take place in the order given below :

- opening of mail ;
- scurtinising the contents ;
- sorting of the mail ;
- stamping the mail ;

- preparing circulation slips ; and
- recording the mail

Letters may be opened manually or through letter-openers. In India, labour being cheap and abundant, opening of letters by hand with the help of a paper knife is the most widely used method even in bigger institutions. A very few public offices in India, and a vast majority of them in the advanced countires in the west, are using letter opening machines. An electronically operated letter-opening machine is found to consume just about one-fourth of the time taken by the hand operated one for the same job. The letter openers have rotary knives which shave off a very tiny slice of an envelope's edge usually two thousandth of an inch thick not to cause any damage to the contents inside. It is advisable to shake off the cotents inside to the otherside of envelopes before cutting open the letters and envelopes is ensuring that those marked 'confidential', 'personal' or otherwise addressed to executives by name should not be opened but should be reached to the addressee directly.

After the contents have been carefully removed the next step in mail processing is to scrutinise the contents of the mail to find out the purpose of the mail. It is to be verified whether the contents are in order or not since the enclosures sometimes are either valuable documents or money in the form of cheques, bank drafts, postal orders, postage stamps or currency notes. In such cases the actual amounts should be compared with the amounts given in the respective letter to check the correctness of the details. A noting along with initials should be made by the opening mail clerk on the covering letter indicating the money received.

Sorting of the mail is normally carried out along with the recording of the mail. The mail addressed to different individuals, sections and departments is first assigned to different trays and baskets kept for the purpose. In offices where the inwards mail is fairly large, pigeon holes are used for the purpose of sorting operations. The sorting clerk should make sure that the enclosures are carefully tied before they are handed over to the individuals concerned or sections. A modern divise that is being used in the advanced countries for sorting purposes is the desk sorter. This devise has a flat base-plate to which are connected a series of hinged metal flaps. Each flap projects a short distance beyond the previous one and possesses a visible index panel showing the names of different departments and designations of important office executives. The letters placed between the flaps are then held in position by the weight of the flaps. This devise may be conveniently adopted for bigger offices in India. This devise is not very expensive in terms of its purchase price. Its maintenance also is rather inexpensive.

The next aspect of the mail processing is stamping of letters, documents and circulars which are received in the office. In addition, to date stamping, mail such as telegrams and phonograms for which time is a very important factor stamping of the time is also ensured. Sometimes a serial number is stamped for numerical references. While the widely used device for the stamping purposes is the rubber stamp, there are some offices where "dating", "numbering" and "time recording" machines are also employed. These machines turn out neat work besides facilitating faster flow of work.

Certain pieces of inwards mail may be of interest to more than one functionary or department and therefore, it is necessary to bring the mail to the notice of all those interested or concerned. For this purpose copies of the documents may be produced and sent to each one interested. Wherever this is not possible or feasible a circulation slip is evolved and used. The circulaion slip may be the printed form or the rubberstamp. The following is the specimen of such a circulationslip.

CIRCULATION SLIP (No.)

The enclosed communique may please be read and immediately passed on to the next person listed ;

Designation of Perusar	Please intial as an indication of having read
Addl. Director (Personal)	
Addl. Director (statistics)	
Addl. Director (Administration)	
Addl. Director (Training)	
Addl. Director (Inspection)	
Accounts Officer	
Audit Officer	

Received by Inwards section and circulated on Date-Stamp.

Most organizations need to keep a record of all inward mailing transactions for the purpose of possible verification, evidence, tracing or location of correspondence at a later date. The record book ket for this purpose may be known as Inward Mail Register, Letter Received Register, Letter Received Book or Dock Received as to the designation and address of the sender, date and time of receipt, nature of contents, subject of the correspondence, the particulars of the addressee, and the initials of the recording clerk. Of late there is a growing opinion that the maintenance of incoming mail register is a cumbersome and time consuming affair. Consequently, this practice has been discarded in a few organisations with a view to ensure quick arrival of the mail to the destination within the office. Instead, as a substitute, some of the offices are adopting the system of mail room listing whereunder the documents and letters are listed on a paper and then reached to the individuals or sections concerned within the office.

The final step processing of mail is the reaching of the mail to the case worker or the official concerned. It is important that the mail should be reached to the functionaries concerned without much loss of time. After reaching the letters, the despatch clerk should collect the signature of the receiver as a token of acknowledgement in a separate register maintained for this purpose.

It is the job of the office manager to evolve a suitable routine for the efficient conduct of inward mailing operations. The routine must indicate the functionaries responsible for the mailing at each stage in the process and the procedure for discharging each aspect of the job.

6.4.2 Outgoing or Outward Mail

The outward mail refers to the correspondence that goes out of the office either as a matter of first origination or by way of reply to an earlier correspondence received from outside the office.

The outward mailing process involves the working of several office employees of whom the most significant part would be that of the despatch section or outwards section. In organisations where the mailing operations are decentralized or where the size of the offices is small, there may not be specialized arrangements in terms of full fledged despatch section.

The outward mail may either be sent to the destination by the office messenger or through the medium of post or telegraph office.

The out-going mail is a process involving seven distinct operations. They are :

- collection of letters;
- folding of the letters;
- preparation of envelopes;
- sealing of the envelopes ;
- sorting and stamping ;
- recording the despatches ; and
- posting and delivery of the outwards mail.

Efficient collection of outwards mail or its quick reaching in the outwards sections is very important. In big organisations with a large volume of mailing work a tray marked "For Despatch" should be placed in every section. The letters and communications deposited in these trays should be collected periodically by a messenger or such other person. The periodicity of this collection should be decided on the basis of the volume of despatches.

After collecting the despatches from various individuals and sections, the letters are to be suitably folded either for insertion into envelopes or for posting straightaway. In cases were the letters have folding markings, the folding should be done accordingly. Improper folding is likely to destroy a part of the information being sent out. It is important that the number of foldings should be kept to the minimum. It should be ensured that all the enclosers are in order at the time of folding the letters. In industrially advanced and affluent countries, the folding operations are being carried out by folding machines which are found to fold about fifteen thousands sheets in just an hour's time.

Preparation of envelopes is a process which can take place at the level of the personal assistant or the steno to the executive or at the level of the dealing clerk in the section concerned. Preparation of envelopes involves selection of the suitable type and size of envelopes choosen in the second. The envelopes may be of ordinary type or of window type. The window type envelopes are those that have a cellophane see-through-type, rectangular shaped, paper pasted on an envelope cut open in the even shape. The window envelopes are advantageous for number of reasons. Firstly, wrong address is avoided because the name and address typed or printed on the letter inside itself is put against the window. Secondly, they save time and labour since the address need not be written or typed once again. However, sufficient care is to be taken while using the window envelopes. The letters in this case are to be folded in such a way that the address is fully visible through the window. For this purpose, the stationery should be designed in such a way that the letters readily fit into the envelopes and the letter heads bear 'box corners' printed to position the name and address of the recipient.

The address on the envelopes may be handwritten, typed or may be printed with an addressing machine. Here, it is important to ensure correct marking of the address on the envelope.

The next stage in the outwards mail is the sealing of the envelopes. It is not necessary that all the outgoing mail should be sent only in sealed envelopes. Some of the letters are sent without envelopes and by mere folding and pinning. Similarly, envelopes could be done with natural gum or synthetic adhesive or cellotape. The synthetic adhesives or cellotape is preferable to natural gum because, the former make better appearance without soiling the envelopes. The envelopes must be sealed in such a way that the gum or adhesive is not spread out on unintended parts. While in most of the public offices in India the sealing is being done manually, in advanced countries 'the sealing machines' are employed for this job.

Immediately after the sealing job is done the envelopes, letters, circulars and such other forms of outwards mail is to be sorted out. The primary or first sorting is done into two categories-mail to be sent through messengers and the mail to be carried through post offices. The postal mail is again of many different categories. While the bulk of the mail may be intended for destinations within the country (inland mail), a part of it may be intended for destinations abroad (foreign mail). There are different postal rates for inland and foreign mail. The inland mail is also of different types viz., ordinary post, book post, registered post and mail under certificate of posting.

The sorted mail is to be then put into separate trays or boxes to facilitate the task of stamping or fixing of stamps on the mail. The value of stamps to be fixed on the mail varies according to the categories of postage as also the weight of the consignment. It is important to ensure that there is neiter overstamping or understamping of the articles sent by post. An under-stamped letter may not be accepted by the addressee for it would be excess, charged to the tune of twice the amount of the value that is under-stamped. Over-stamping, on the other hand, results in wastage of office money. An up-to-date copy of the post office guide should be kept in the despatch section for this purpose. The stamps used in the public offices are known as 'service stamps'. The service stamps are exclusively meant for public offices is intended for preventing mis-use of stamps for personal use. whenever service stamps are used, it is required that the letter or envelope bears the marking 'ON INDIAN GOVERNMENT SERVICE, and it is initialled by the concerned official.

Some of the offices where the volume of outwards mail is pretty large, a device known as franking machine is being used. Where as in India, the franking machines only do the job of printing the postage stamp (frank) on the articles, in some of the advanced countries there are stamping-cum-sealing machines which simultaneously seal frank, tack, and also count the mail at a speed ranging up to fifteen thousand pieces per hour. The franking machines can be had from the post offices after a advance payment is made for the value equivalent of postage facility extended through the machine. The envelope or cover is inserted into the machine which then imprints the desired value of stamps after its locking mechanism is adjusted. The franking machine gets locked up automatically after the value of stamps, for which advance payment is made, has been printed.

Before, the letters are posted a record is made in the register labelled "dock dispatched register" or "stamp book" or "outwards mail register". This register generally contains details like, the serial number, date, the name of the addresses, the number of enclosures, the subject of correspondence and the value of stamps used for each individual article. The dispatch clerk has to keep a careful watch on the progress of expenditure on postage account vis-a-vis the budget provision under postage head.

The last phase of the outwards mail is the posting or delivery of the letters, as the case may be. In cases where the destinations are such that they can be economically reached by an office messenger, the mail is better delivered by this method. The messenger service for delivery of letters is normally used for local mail or outstation mail of special importance and confidential nature. However, local mail which is to be sent for meeting certain statutory or official obligations must be delivered only after obtaining the acknowledgement of the addresses. The outstation mail is normally sent through post offices. For this purpose the dispatch section must be well informed of the working hours of the post offices and the timings for different postal transactions. In cases where the office mail is taken by an office worker and posted at the post-office, a fixed time may be adhered to. The timing at which the mail is taken out of the office is to be widely circulated within the office. every office manager heading fairly bigger offices should take steps to install a post box within or nearer the office premises to facilitate outwards mail.

Chek Your Progress - Exercise - 2

1. What are the important stages in the inward mail proces

....

....

....

....

2. What is the function of outward mail register

....

....

....

....

6.5 CENTRALIZATION OF OFFICE SERVICES

A recurrent question that is raised in the context of the office management is whether or not to centralize office services by establishing centralized office service units. It is generally felt in the office administrator circles that certain office activities may have to be centralized in large organizations so as to improve the effectiveness of the office work. Some office services which are considered amenable for centralization are; communication services such as composing, dictating, and transcribing of correspondence; mailing; non-mail messge transmission; receptionist service; records management including forms control, report writing, filing, duplication, and microfilming; and office supplies and building services management.

The centralization of office services it is claimed, offers number of advantages over the decentralised pattern or rendering office services. The major advantages claimed for centralization of office services are the following:

- Fuller utilization of personnel through more constant and a more even work flow, which in the absence of centralization is likely to lead, sometimes to peak work loads which cannot be coped with by the dispersed office functionaries, and sometimes to lean work loads which make the office workers lazy.
- Centralization increase the proficiency of office functionaries in specific clerical activities on account of continuous handling of them.
- Centralization facilitates more specialised supervision by the office managers.
- Economy resulting from large scale operations on purchases, maintenance etc.,
- The scope for mechanization and consequent speeding up of office operations is another advantage.
- More uniformity in clerical methods and procedures would be possible with centralization.
- Centralization would lessen duplication of effort among departments or sections of the office, each which, otherwise have to maintain same copies of the records, equipment, etc.,
- There would be more continuous service, which under the decentralized arrangement would be interrupted because of the absence of individual office workers or due to failure of machines and equipment in primary departments.

It is not always true that all the typical advantages of centralization listed above would be realised under all circumstances. It may even be true that some of the office aactivities under certain circumstances would be better performed when decentralized than centralized. Some of the typical disadvantages or problems encountered in centralizing office services may be noted as follows:

- Centralization is undesirable from the point of view of safeguarding the confidentiality necessary for discharging certain office activities.
- Centralized office service units tend to treat the requirements of all the primary departments of the office alike or uniformly while, in fact, their needs and requirements tend to vary from each other.
- Centralized service units lead to delays on account of the primary units and the office services they require being separated from each other.
- There is resistance from the executives of primary departments against organisation of central service units which take staff specialists away from their fold.
- The centralized service units will not be under the control of user departments

While deciding whether to centralize the office services are not, the office manager or the executive of the organization should balance the advantages and disadvantages. Although there cannot any ready answer for universal application, it may be said that the centralisation of offices is in general more feasible and desirable in the large sized offices and in office complexes wherein different office buildings are physically located closer to each other. Similarly, smaller offices have very little scope for organising centralized office service units by themselves. However, they can hire the services of outside staff units if ever they find that centralization officers net advantage over decentralization for their specific office requirements.

Chek Your Progress - Exercise. 3

1. What are advantages of centralisation of office services

....

....

....

....

2. What are the limitations of centralisation of office services

....

....

....

....

6.6 SUMMING UP

The office services play a very significant role in the efficiency of public offices. In this unit we have discussed about two important office services, viz, reception and mailing services. The different organisational arrangements for mailing services are also discussed.

6.7 ANSWER TO CHECK YOUR PROGRESS EXERCISES

Exercise - 1

1. See 6.3
2. See 6.3

Exercise - 2

1. See 6.4.1
2. See 6.4.2

Exercise - 3

1. See 6.5
2. See 6.5

6.8 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each

1. What are the advantages of centralisation of office services.
2. Explain the stages in the inward mail process
3. Explain the stages in the outward mail process

II. Answer the following in about 15 lines each

1. Explain the importance of reception services in public offices.
2. What are the limitations of centralisation of office services.
3. Explain the marking "On Indian Government Service"

6.9 REFERENCE BOOKS

1. S.P. Jain and T.N. Chhabra : Office Management, Dhanpat Rai & Sons, Delhi, 1982.
2. P.N. Reddy, H.R. Appannaiah : Office Organisation and Management, Himalaya Publishing House, 1990.
3. P.K. Ghosh : Office Management, Principles and Practice, Sultan Chand & Sons, New Delhi, 1990.
4. V.S.P. Rao and P.S. Narayana : Text Book of Office Management, Tata Mc Graw Hill, New Delhi, 1987.

Writer: G. Sreenivasa Reddy.

UNIT-7 FORMS MANAGEMENT AND CONTROL

Contents

7.0 Objectives
7.1 Introduction
7.2 Definition of a Form
7.3 Forms as part of Administrative Management
7.4 Essentials of Forms Preparation
7.5 Steps in Forms Design
7.6 Guidelines for Designing a Form
7.7 Importance of Forms Control
7.8 Objectives of Forms Control
7.9 Establishment of Forms Control System
7.10 Standardisation of Forms
7.11 Summing up
7.12 Answers to Check Your Progress
7.13 Model Examination Questions
7.14 Reference Books

7.0 OBJECTIVES

After reading this unit you would be able to:

- explain the essentials of Forms preparation; and
- describe the objectives and system of Forms control.

7.1 INTRODUCTION

Good management depends upon gathering information for long range planning and policy making. Complete and accurate availability of information in time would help in realization of organizational objectives. In order that the information furnished is not excessive or out-of-date, it has to be furnished in specified forms to the management. Thus, forms used in office work are an important aid to the conduct of business. They are one of the most efficient means of obtaining, storing and disseminating information required for decision- making at various levels of an organisation.

Since office use a large number of forms, the work occupies a significant proportion of the time of their staff. To avoid unnecessary work on forms, it is essential that forms should be well-designed so as to require the minimum effort on the part of those who have, to use them-whether they be employees in a private organisation, civil servants or members of the public. The well designed forms will help in improving the efficiency of office organisation. In this unit we shall discuss the processes of forms management and control.

7.2 DEFINITION OF A FORM

A form may be defined as a piece of paper containing fixed data and providing spaces for variable data. It may also be defined as a tool for recording, communicating and receiving information furnished by certain prescribed persons, in a prescribed manner for a pre-determined purpose. For instance, you must have filled some form sent by the Open University at the time of, admission, examination etc.,

Further a form is a medium for communicaion and analysis of information for purposes of planning and control and for storing it for purposes of future reference. It is a standard means of conveying, analysing, and storing information of a specified nature, in a standard manner. It may be printed/typed/handwritten or any material used for recording information.

7.3 FORMS AS PART OF ADMINISTRATIVE MANAGEMENT

One of the management's major problems and responsibilities is to develop means for the regular review and control of procedures. Forms are a part of the procedures in which they are used. They reflect activities of the organizational units using them. The continuous review and control of forms, therefore can be one means of assuring continuous attention to procedural and organizational problems, as well as a basis for assuring economy in the design, production and of the forms.

Improvements in forms design and the elimination of duplicate and over-lapping forms can bring quick and tangible savings. Considering the amount of money spent to produce forms, these savings can be considerable. However, far greater opportunity for both savings and increased effectiveness lies in the broader approach that includes the functional improvements to be derived by the analysis of forms in their cause-effect relationship to procedures, methods and systems.

7.4 ESSENTIALS OF FORMS PREPARATION

As already stated a well-designed form saves time and labour and reduce mistakes and facilitates clarity. Some of the objectives which should be kept in mind at the time of designing a form, should be :

- Simplicity in language
- Easy interpretation of various entries
- Avoiding chances of error or ambiguity
- Reduce the cost of processing of information
- Make it pleasing in appearance
- Invite pointed, precise answers
- Obtain only relevant information

The aspects which should be ensured in the preparation of forms are:

- The title and arrangement should clearly indicate the purpose;
- The requirements of data analysis should be taken into consideration;
- The form should not be either too big or too small;
- Irrelevant columns should be eliminated;
- The changes incorporated in earlier forms; used for the same purpose should be noted;
- Important items at the relavant place with sufficient space should be included;
- Instructions should be clear; and
- Duplication should be avoided.

Chek Your Progress - Exercise - 1

1. Define a Form

....

....

....

....

2. What are the functions of forms

....

....

....

....

3. List out the essentials of forms preparation

....

....

....

....

7.5 STEPS IN FORMS DESIGN

The design of a form will usually involve the following steps :

- Collection of upto-date facts of the procedure in which the form is being used or is to be used with an analysis and the stages through which it is to be processed from inception to final disposal.
- Examination of the purpose for which it is needed, in the light of the requirements of the procedure.
- Examination of the methods and equipment which is/ or will be employed to fill, receive, process as well as to store it for future use.
- Appreciation of circumstances in which it will be completed i.e. the language of form, time factor and periodicity.
- A broad estimation of the people who would be using it and when.

7.6 GUIDELINES FOR DESIGNING A FORM

While utmost simplification should be the watchword in the design of a form, some of the more important considerations which should be kept in view while designing or redesigning a form are:

(a) **Size:** It should be of a standard size depending on the method to be employed for filling, despatching, processing and storing information. For this purpose, the filing system used in office may be kept in view.

(b) **Data Arrangement:** Data should be arranged in the sequence in which events take place within the pattern of the concerned activity.

(c) **Information Grouping:** Related information should be grouped together for easy processing.

(d) **Blank Spaces:** There should be enough space for making entries by various means i.e. writing, typing, punching etc.,

(e) **Cost factors:** The cost factor is no less important in designing the forms. Some of the aspects with regard to the cost factor arise:

- at the production stage,
- at the processing stage,
- at the transportation stage; and
- at the storing stage.

Production Cost includes;

(a) cost of paper and other material,
(b) cost of cyclostyling/printing/typing,
(c) cost of binding/cutting,
(d) cost of numbering, and
(e) cost of designing.

Processing cost includes;

(a) time spent by the person processing the form; and
(b) category/level of staff processing it,

Transportation cost includes;

(a) transmission charges-by hand, post, etc.
(b) operation cost, and
(c) verification cost-further correspondence with originator.

Storage Cost Includes;

(a) storage place,
(b) equipment viz. racks, almirahs, boxes, etc., and
(c) preservation cost.

While designing a form it is extremely important that the cost of the form is kept to the minimum. As mentioned above, the cost not only includes actual cost of bringing out the form but also the cost of processing after the form has been received back. Experience has shown that processing coct can be as much as 20 times the cost of production of a form. It is therefore, important that this aspect is never lost sight of by the forms designer.

The work of a form designer does not end with the designing of a form. He should make sure that the new form is going to work in practice. Suitable instructions regarding the use of the form should be given to all concerned. This would be necessary especially while designing or revising forms which are to be used by the public. If necessary, a model form may be sent to illustrate clearly how it should be filled in.

Check Your Progress - Exercise.2

1. Explain the implications of cost-factor in forms design

....

....

....

....

2. What is the role of information in Forms design

....

....

....

....

3. How the knowledge of people using the form influence the design of form

....

....

....

....

7.7 IMPORTANCE OF FORMS CONTROL

We have discussed above, that there are many advantages in using office forms. Forms help in collecting information for record keeping, bring about uniformity in procedures and standardise various operations. Forms are also linked with efficiency because they save time by eliminating the need of writing standard information every time. But, sometimes too much stress is placed on the use of forms for every type of work, and too many kinds of forms are prepared and used than are necessary. Under such conditions, forms are likely to bring about confusion, slow down the process of work and increase the chances of errors by the users. The net result will be higher costs and lower efficiency. Thus the real purpose of introducing office forms will be lost. So there arises a need for control over the designing and use of forms to ensure that only relevant forms are introduced, and are designed to ensure economy and efficiency in office operations.

7.8 OBJECTIVES OF FORMS CONTROL

It has already been pointed out that in many big offices, the cost of processing a form is higher than the actual cost of the form (sometimes as high as twenty times). Looking at this big investment for the purpose of keeping the records, it is necessary to devise a 'Forms Control System' for the achievement of the following objectives:

- To eliminate obsolete and irrelevant forms; to consolidate different forms serving the same purpose and to introduce only such forms that are really necessary.
- To ensure proper designing of forms which would lead to uniformity of procedures and maximum efficiency.
- To determine quantity and quality of the forms to be produced and to determine the process, for producing the forms.
- To ensure regular supply of forms to those who use them.
- To prevent new forms being introduced indiscriminately.
- To reduce the size of the forms in use and to see that they are used more efficiently.
- To review all forms in use periodically and to evaluate the design of forms to reduce the ratio between the cost of the form, and the clerical labour required to process it.

7.9 ESTABLISHMENT OF FORMS CONTROL SYSTEM

In order to ensure efficient control over the production and use of office forms, it is necessary to set up a centralised forms control section under the Forms Control Supervisor or Records Manager. The functions of this section include the achievement of objectives mentioned above. In order to carry out these objectives it will, first of all, collect at least two copies of each form being used in the organization. One copy of each form will be filed in the 'master-file' and the second copy will be placed in the respective subject files, according to the purpose for which the second copies were introduced.

After the forms have been classified, the forms control supervisor will analyse them. Since the designing and the use of forms are closely linked witth office procedures, it is advisable to prepare a list of all the procedures which require the use of forms. The forms control supervisor can take the help of various departmental heads in analysing the different office procedures and forms. After this, he can determine the elimination of unnecessry forms or headings in forms; consolidation of various forms and the introduction of new forms. If he thinks that a new form is necessary or desirable, he should invite suggestions from the concerned departments regarding the information to be put in the form. He will determine the adaptability of the form to the desired purpose and will decide the design of the form. He will also decide the method of reproduction of forms. He may either decide to reproduce a form with the help of a duplicaotor or get it printed from some outside agency. This will depend upon the number of copies required, the nature of the form and the cost involved in its reproduction.

The forms control section also provides for the maintenance of an accurate inventory of records of all types of forms. It has to take necessary steps to ensure that the forms are being put into use as planned. This will obviate the not uncommon experience of ordering new forms, which may be forgotten by the time they arrive from the printer and are never used. It is also the duty of this section to study and recommend forms handling equipment and to study the possibilities that a form may be used for more than one purpose. Lastly, the forms control section will work in the direction of standardisation of the production and use of forms.

Check Your Progress - Exercise.3

1. Explain the importance of Forms Control

....

....

....

....

2. What do you understand by Forms Control

....

....

....

....

7.10 STANDARDISATION OF FORMS

Standardisation of office is an important task of the forms control department. It should ensure that the size, colour and quality of paper used and the printing style of all the forms is standardized which would reduce the cost of production. Further it reduces the confusion in the use of forms by determining its physical arrangement in terms of its size, colour and quality of paper used, and the printing process adopted on it to get the standard information.

No form should be larger in size than is necessary. While choosing the size, it is necessary to see that it is capable of being handled and filed. The use of standard size cards or papers for office forms will reduce wastage of space. Different colours may be used for different forms. This will make identification of forms easy. For printing, as far as possible, a standard type face should be used. The other factors which should be kept in mind for standardization of forms are;

- It should be adaptable to more than one use;
- It should be easy to use without any unnecessary adjustment in a machine like a typewriter;
- It should be economical in printing;
- It should ensure economy in space and equipment for preserving various forms; and
- It should bring about uniformity in office operation.

7.11 SUMMING UP

A form is a means of getting a job done and is an aid to getting it done well. A good administrator should ensure that all relevant factors are critically examined before a new form is designed and brought into use and that existing forms are properly controlled and regularly reviewed. A good form is a valuable means of administration-a good work-horse inside the organisation and a good ambassador outside. In the unit 22 of this course, on case studies, a form used by a public organisation is closely examined in the context of discussion in this unit.

7.12 ANSWERS TO CHECK YOUR PROGRESS

Exercise - 1	Exercise - 2	Exercise - 3
1. See 7.2	1. See 7.6	1. See 7.7
2. See 7.3	2. See 7.5	2. See 7.7 and 7.8
3. See 7.4	3. See 7.5 and 7.6	

7.13 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each

1. Explain the essentials of forms design
2. Describe the steps in forms preparation
3. Discuss the objectives of forms control

II. Answer the following in about 15 lines each

1. Explain the importance of forms in office management
2. Explain the significance of standardisation for forms

7.14 REFERENCE BOOKS

1. P.N. Reddy, H.R, Appannaiah : Office Organisation and Management, Himalaya Publishing House, 1990.

2. V.S.P. Rao and P.S. Narayana : Text Book of Office management, Tata Mc Graw Hill, New Delhi, 1987.

3. P.K. Ghosh : Office Management, Principles and Practice, Sultan Chand & Sons, New Delhi,1990.

4. L.H. Bunker : Fundamentals of Office Methods and Forms Design Pitman, London, 1954.

Writer: T. Yogendar

UNIT - 8 FILING SYSTEM

Contents

8.0 Objectives

8.1 Introduction

8.2 Definition

8.3 Importance of Filing System

8.4 Characteristics of Efficient Filing

8.5 Classification of Filing Systems

- 8.5.1 Alphabetical system
- 8.5.2 Numerical system
- 8.5.3 Chronological system
- 8.5.4 Geographical system
- 8.5.5 Subject wise system

8.6 Maintenance of Files

8.7 Filing System in Government

- 8.7.1 Functional Filing System
- 8.7.2 Single File System

8.8 Summing up

8.9 Answers to Check Your Progress

8.10 Model Examination Questions

8.11 Reference Books

8.0 OBJECTIVES

After going through this unit you would be able to:

- explain the importance of filing system;
- describe the characteristics of filing system; and
- identify different filing systems in public offices.

8.1 INTRODUCTION

Filing system occupies an important place in the modern office. In this unit you will be introduced to different aspects of filing system in public offices. The importance of the filing system, the characteristics of efficient filing, broad classification of filing system and filing systems in public offices are some of the aspects discussed in this unit.

8.2 DEFINITION

A file is a collection of office records bound together within covers. The file, in common parlance, is an instrument for 'reducing' or facilitating quik disposal of work. In the office context, raw date in the collection of papers is processed or reduced to information in a smooth, understandable form for interpretation, analysis and discussion. A file is, therefore, nothing else but a systematized bundle of papers of correspondance exchanged between different authorities or

Government departments, etc., on a particular subject. Filing may be defined as the arrangement and disposal of papers so as to best help the business allotted to a department.

8.3 IMPORTANCE OF FILING SYSTEM

A proper filing system is essential for convenient identification, sorting, storage and retrieval of papers. The importance of filing in an organisation arises from the simple fact that a large number of papers and documents cannot be preserved and handled without proper arrangement. Filing is the systematic arrangement and keeping of business correspondence and records so that they may be found and delivered when needed for future reference. The office has to perform the function of a library by providing means of maintaining and protecting records systemetically so that they can be found and presented, whenever asked for, without any delay. Hence, there is a need for a good filing system. It enables all correspondence to be handled properly without any delay and helps a government office organisation to build up its reputation. Government business can be handled effectively if a good filing system is maintained.

The need for filing arises from the fact that a large number of heterogeneous papers and documents have to be maintained in the Government, and for that, there should be a systematic arrangement of filing. Moreover certain documents have to be preserved for many years for legal reasons. Whenever a letter is received in the Government Department in which a reference is made to the previous correspondence to execute orders, previous documents have to be consulted.

8.4 CHARACTERISTICS OF EFFICIENT FILING

A system which is created to serve a purpose, is no good unless the objective is achieved. So is the case with the filing system. Therefore, an efficient and effective filing system should fulfil the following requirements.

- The filing system should provide a quick and easily comprehensible guide to the source of all data/information required for the diverse activities of the organisation.
- It should be capable of absorbing fresh data and thus keep the information already stored as much up-to-date as possible.
- It should ensure that the respons time in retrival of information remains low. In otherwords the files should be retriaved. When required, without loss of time.
- The files should occupy minimum space.
- Supplies, and equipment necessary for the filing system, should the resource constraints of the organisation there into Consideration.
- The establishment costs-salaries and allowances of filing clerks should be kept to the minimum.
- The filing system should be future-oriented with an eye on the requirements in the future, and
- The filing system should be result oriented i.e., it should store only the minimum.

Chek Your Progress - Exercise 1

1. Define the file

....

....

....

....

2. Explain the importance of filing system

....

....

....

....

3. What are the elements of efficient filing system

....

....

....

....

8.5 CLASSIFICATION OF FILING SYSTEMS

To fulfil the above objectives for an efficient and effective filing system, there are broadly five systems of classification for filing, i.e. alphabetical, numerical, chronological, geographical and subject-wise.

(a) Alphabetical System

It is the process by which records are filed in alphabetical sequence; by the name of an employee client, a company or even a subject. File folders are arranged in alphabetcal order. This system is direct, and the simplest. However, the system does not help in arranging information in accordance with the functional needs of an organisation. Hence the system is not followed in Government Departments.

(b) Numerical System

Records are filed according to a number. It is useful for filing such items as purchase orders, sales, invoices, bill and other records which are numbered. When the numerical system is used for correspondence, a number is assigned to the name of the correspondence on the subject dealt within the file. The system has scope for indefinite expansion. It is, however, indirect, because it necessitates a cross-reference to the alphabetical index. This indirectness in the system provides for a certain degree of secrecy, but it is more time-consuming, and thus retrieval of information becomes rather slow and cumbersome. So this system is not followed in Government Departments.

(c) Chronological System

This system, sometimes called date filing, requires that records be filed in date-wise order. It is used primarily for follow-up purpose as in Court hearings, Income Tax summons etc., and updating the information contained in records. In this system, all matters needing attention periodically can be brought up and acted upon automatically. Usually the follow-up date is noted on the file cover.

(d) Geographical System

In this sistem, the files are classified according to the geographical regions, and within regions the files are kept, either alphabetically or numerically. This is useful to sales and service organisations for keeping track of their sales-promotion and service facility activities.

(e) Subject-wise System

Under this system, records are indexed and filed under major subject-headings. In planning and organising such a system, care should be in the selection of subject-headings. Under which the papers are to be filed as well as the arrangement of the subject-headings. The subject-headings should be selected by an analysis of the functions of an organisation. The simplest method of arranging selected subject-headings is in single-straight alphabetical order. Additional subjects and sub-division of existing headings are made by adding the new subjects to the list in alphabetical order. Since this system fails to group related subjects and involves considerable cross-referencing, a combination of the simple alphabetical subject-wise system with the numerical system is adopted in organisations like those Government, where decisions have to be taken generally after cross referencing and consultation of precedents and procedures prescribed for the purpose uniformly. Under this combined system, the major or primary subjects are arranged in alphabetical order, and numbers in sequence are assigned to sub-divisions under the primary subject-headings. So a subject-wise system is followed in all the Government Departments.

8.6 MAINTENANCE OF FILES

For every subject dealt within the Secretariat, Directorate or Collectorate and other levels of offices, in Central and State Government, there is a file. There is a general rule in Government that each subject should have one file and not more than one subject should be dealt within one file. Sometimes it becomes inevitable to deal with more than one subject in the same file, or open more than one file on the same subject. In all such cases proper reference and counter reference are made. If the same subject is being dealt within more than one file, all the files are linked. This is how a file comes into being.

The files also contain notes. Notes are an integral part of a file. They contain the comments and views of every officer concerned on various aspects. They also contain views, at times of other ministers or experts on a particular reference. These notes and correspondence therefore, are knit together according to official procedure. A file, therefore, comprises a correspondence portion and a notes portion.

It should also be mentioned in this context that normally new files are not opened for dealing with issues of routine nature, say, for instance, requests for supply of unclassified factual information, notices of holidays, miscellaneous circulars, and other matters which can be disposed off straight away by noting the reply on the source receipts and returning them to originators. Matters which shall not generate further correspondence and therefore are miscellaneous and which will destroyed at the end of the year or placed in the folder of circulars etc. on the subject are also not generally filed.

Chek Your Progress - Exercise 2

1. Explain alphabetical system of filing

....

....

....

....

2. What do you understand by subject-wise system of filing

....

....

....

....

3. What do you understand by "Notes" in the files

....

....

....

....

8.7 FILING SYSTEM IN GOVERNMENT OF INDIA

The conventional method of filing so far followed in the civil ministries/departments of the Government of India is based on subject classification. A file opened under the system consists of the number allotted to the standard head, the year in which the file is opened, and an abbreviated symbol identifying the section. Thus files opened in the Public I Section of the Ministry of Home Affairs, during the year 1974, under the standard heard 3 will be numbered F.No. 3/1/74-pub. I and so on.

A Section in the unit for purposes of standard head. The system cannot ensure any uniformity in naming and cataloguing various subjects dealt within the various divisions/branches of a department and this fails to correlate the functions performed by various work groups. Retrieval of information on the same subject, from various branches/divisions/wings/ departments, becomes difficult because the same subject is given different names and numbers in different units. To make the subject classification a more rigourous system funtional filing system is adopted.

8.8 FUNCTIONAL FILING SYSTEM

In this system the range and dimension of the subjects falling under the scope of business allotted to a department are analysed in the following sequence :

- Functional Heads which represent the basic functions of the Department.
- Primary Heads-main heads representing main activies in each of these functions.
- Secondary Heads-the sub-subjects or aspects or operations of primary heads.

The file opened under the functional filing system is assigned the code number in the following manner :

(i) Functional Heads which represent the basic functions of the department.

(ii) Single letter A,B,C, etc., or Roman numerical, I,II,III etc. representing functional heads followed by a hyphen as the separator;

(iii) a two-digit number (beginning with 11 and going upto 99) representing primary heads followed by 0 (Zero) as the separator ;

(iv) a two-digit number (beginning with 11 and going upto 99) identifying the secondary head followed by a slant stroke as separator.

(v) serial number of the file opened during the year under the secondary head followed by a slant stroke as separator ;

(vi) a two-digit number representing the year followed by a hyphen as separator; and

(vii) a group of abbreviating letters identifying the section.

Example

A file opened in Foreigners II Section of the Ministry of Home Affairs in 1991 relating to grant of visa to Mr. XYZ, Swiss technician, coming to join M/s. Ciba will have F-14042/21/91-F, II as file code where-

'F' — represents functional group 'Foreigners'
'14' — primary head 'Grant of Visa'
'0' — the separator
'42' — the serial number of the file opened during the year under the secondary head.
'91' — the year of opening the file, and
'F.II' — the Section concerned.

While the file number under the above system is longer than the conventional filing system, even so the functional filing system has many advantages vis-a-vis the conventional system. These are:

- It ensures uniformity in opening of new files.
- It facilitates systematic sorting, storage and retrieval of files which may be required for reference.
- Index clips need not be prepared in respect of the standardised heads (functional, primary and secondary). An identification codes assigned to them can easily be ascertained by reference to the standardized index. Only the content of the file outside the standardised headings need indexed.
- A standardised index based on the Functional Filing System provides better aid in a hunt which sometimes has to be made to locate relevant papers, thus saving time.
- Functional index serves as a standard table of contents for the precedent book.
- After the functional file index has been developed for the Ministry /Department or the division of Ministry as an integrated whole, the numbering of files need not be dependent on the pattern of distribution of subjects among its sections.

Thus, if work is reallocated between sections/units of Ministry/Department, tracing of files which are so transferred, will be easier. In changing the number, only the identifying mark of the section need be changed.

Under this stystem, proposals emanating from subordinate/attached offices are sent, not through normal correspondence, but by sending the concerned fil of that office direct to the Ministry. The file itself has a self contained proposal and the approval or otherwise, of the Ministry is conveyed on that file. It is not necessary for the Ministry to open separate files in respect of such proposals. The detailed procedure for handling SFS is indicated below :

- The officer finally dealing with the case in the lower formation should mark it to the Desk Officer in the Ministry, or in cases requiring personal attention of the higher officer, to theappreciate officer of the Ministry by his designation and name;
- Proposals on the Single Files of the lower formation should be made in such a manner that a decision can be recorded straightaway in the secretariat. It should be self-contained and complete with all references previous papers.
- As in the case of inter-Ministry file movement, the file should be given an inter-department (I.D) number by the lower formation for tracing it at a later date, if necessary.
- Ordinarily, the file of the lower formation should come to the Ministry at the level of the head of the department or his immediate deputy, but in cases, referred to the Ministry, at the stages short of the main decision-making, i.e. for interim information, the file may be marked by a level immediately lower than the head of the Department/his deputy.
- If the file is marked to the Ministry, it will be dealt with at the level of the Desk officer.
- After a decision has been recorded in the Ministry on the file, it will be returned to the lower formation through the Wing Registry, where proper out-going movement will be recorded.
- In important cases, copies of the noting containing the decision of the Ministry may be retained by the Desk officer for future use.
- Consequential action on the basis of orders of the Ministry on the file will be taken by the lower formation.

The criterion of an efficient and effective filing system is that it should be capable of preserving necessary information and of retrieving it accurately and quickly, whenever required. Hence attention should be paid not only to the development of a systematic classification and arrangement of files but also to the procurement and maintenance of the suitable materials and equipment keeping in view the functional needs and resource constraints.

Chek Your Progress - Exercise 3

1. Explain the conventional system of filing in Government

....

....

....

....

2. List out the advantages of single file system

....

....

....

....

8.9 SUMMING UP

Files are the life blood of office system. In this unit we have discussed the significance, characteristics and classification of filing system. The practice of filing system in public offices are also explained. Modern filing systems make a significant contribution for the efficiency of public offices.

8.10 ANSWERS TO CHECK YOUR PROGRESS

Exercise - 1

1. See 8.2
2. See 8.3
3. See 8.4

Exercise - 2

1. See 8.5.1
2. See 8.5.5.
3. See 8.6

Exercise - 3

1. See 8.7
2. See 8.7.2

8.10 MODEL EXAMINATION QUESTIONS

I Answer the following questions in about 30 lines each

1. What are the characteristics of efficient filing system
2. Explain the functional filing system
3. Explain the features of single file system

II. Answer the following questions in about 15 lines each

1. Write about numerical system of filing
2. What is the importance of filing system
3. What do you understand by 'notes' in the files

8.11 REFERENCE BOOKS

1. Lucy Mac Jennings : Secretarial and Administrative Procedures, Prentice Hall, New Jersey, 1978.
2. P.N. Reddy, H.R. Appannaiah : Office Organisation and Management, Himalaya Publishing House, 1990.
3. F.C. Thusling : Office Practice Today - Pitman, Londan 1975.

Writter : T. Yogendar

UNIT-9: OFFICE REPORTS AND DATA

Contents

9.0 Objectives
9.1 Introduction
9.2 Importance of Reports
9.3 What is a Report ?
9.4 Purpose and Functions of Reports
9.5 Classification of Reports
9.6 Major Elements of an Effective Report
9.7 Report Preparation Process
9.8 Importance of Data
9.9 Meaning of Data
9.10 Sources of DAta
9.11 Types of Data
9.12 Techniques of Data Collection
9.13 Summing up
9.14 Answers to Check Your Progress
9.15 Model Examination Questions
9.16 Reference Books

9.0 OBJECTIVES

After going through this unit you would be able to

- explain the meaning and purpose of office reports;
- list out the major elements of an effective report; and
- describe the sources and techniques of data collection.

9.1 INTRODUCTION

The office reports and data help us to understand and appreciate the working of public organisation. In this unit we shall be discussing aspects like process of report preparation, major elements of an effective report, sources and techniques of data collection etc. The discussion will enable you to understand the place of office records and data in the public office administration.

9.2 IMPORTANCE OF REPORTS

Reporting is widely recognized as an important administrative function. Luther Gulick's classical formulation of executive functions in the acronym of the POSDCORB encompasses reporting as one among the seven key managerial tasks. Organisational distance, specialization and limitations of human comprehension force administration to rely heavily upon reports in communicating information up and down. A report establishes linkages between various administrative levels as also between the administrative and the operative staff.

The function of reporting in the public administration has become even more important in the recent times on account of the imperatives of a democratic system of a government. It is now being generally considered that proper reporting is a vital precondition for effective administrative action.

9.3 WHAT IS A REPORT ?

A report can be described as a statement prepared to present facts relating to planning, coordination, performance and the general state of administration. Reports are basically summaries of information relating to managerial performance prepared for the consumption of persons or authorities who are not physically in contact with the situations about which the reports deal with. The function of a report is the communication of some conclusion or recommendations from facts or circumstances which have been investigated upon.

9.4 PURPOSE AND FUNCTIONS OF REPORTS

The office or administrative reports have the following general purpose or functions in view:

- Reports help the top echelons of administration to measure and improve upon the performance of executives.
- Reports communicate information upward to facilitate management review and downward to inform subordinate with a view to promote within them a sense of responsibility and interest.
- Reports provide pat or most of the data and analysis on the basis of which planning can be done.
- Reports help the executives of an administrative organisation in gauging the changes that may pose a threat to the organisation's functioning. Reports aim at analysing the impact of the changes in the environment both within and outside the organizations.
- Reports subserve or facilitate the functions of administrative control. An organisation where there is no regular reporting, the task of controlling becomes difficult or even impossible.
- Reports help in securing coordination. Overlapping or duplicity of effort could be detected through a proper system of reporting.
- Reporting is also invaluable for securing an orderly synchronization of efforts.
- Reporting is a means of establishing meaningful contacts between the administrative and operative personnel.
- Comparisam of performance of different organisation units is facilitated by a system of effective reporting.

9.5 CLASSIFICATION OF REPORTS

There are several bases on which reports could be classified. The following are some of the important among these.

(i) **Direction:** Depending on their direction, reports could be meant for upwards, downwards or sidewards transmission. Upward reports are those sent by subordinates to their superiors at the higher levels while he downwards reports are those which move from the

(vii) Relevance: The reports must be purposeful and relevant. It is not uncommon to come across offices where reports are sent as a matter of routine without bothering whether they would be of some relevance or not. Unnecessary reporting leads to wastage of the time both of the reporting employees and the executives to whom they are addressed. Reports serve two major purposes. One, they form the basis for discussion and decision-making. Two, they become records of the past administrative transactions.

(viii) Up-to-dateness: Reports must be based on current and up-to-date so that they reflect the latest position to the user.

(ix) Timeliness: Reporting must be prompt. Delayed reports lead to uniformed decision-making besides handicapping supervision and control. Here it should be remembered that a report delayed is a report denied. A proper reporting schedule, evolving of proforms for non-variable parts of reports and periodic review of reporting procedures may help cut on delays sin reporting.

(x) Economy: Reports should not involve undue expenditure. Expenditure incurred on preparation of reports should in any case be less than the value of the purpose likely to be served by such a report. One possible way of economising on reports is to have a sound reports control programme. Unnecessary reports are to be eliminated. The number of copies of a report are to be restricted to a necessary minimum. Wastage of paper is to be avoided. Precision and conciseness are to be ensured. Possibilities of combining two or more individual reports into one without at the same time prejudicing the primary objective are to be explored.

9.7 REPORT PREPARATION PROCESS

Preparation of office reports is not an once for all activity. There are several individual activities which together constitute the report process. The important steps in the preparation of reports in their order are:

- collection of data
- analysis of data
- discussion
- drafting, and
- presentation.

(a) Collection of data: Collection of data is the first step in the report preparation process. At this stage all the necessary facts and figures may be available from documentary or personal sources. At the time of collecting the information care should be taken not to miss out certain important pieces of information that are likely to be crucial for the substance of the report. Similarly, care should also be taken to avoid collection of excess or irrelevant information.

(b) Analysis of data: The data so collected must be properly analysed to bring out their essence. Analysis of data involves establishing or finding out interrelationships between isolated pieces of information and exploring of why? how? where? of the matter. Data analysis may be done either manually or through machines. While qualitative data is generally analysed through manual processes, statistical data in larger quantities and in complex forms, are analysed through machines.

(c) **Discussion:** Very few reports are authored by individual officials. Most of the reports, formally or informally, are prepared collectively. In cases where the report writing is a collective exercise , the drafting of reports is generally preceded by a discussion on the outcome of the data analysis in order to arrive at definite o pinions and conclusions. Wherever the reports are made by committees it is the responsibility of its chairman to give a fair chance to each of the members to express his or her opinion.

(d) **Drafting:** Drafting is the last step in the report preparation process. The report should be drafted in a proper format to ensure that it serves the purposes envisaged of it. Some of the major elements of a proper report format were discussed in the proceeding part of this unit. However, it should be remembered that all report need not and infact, should not be drafted in identical formats. There are variations in purposes and circumstances of report writing which justify either suitable adaptation to the standard format or variations in one or more important aspects in the format.

Reports are rarely written in one draft. In a large number of cases reports undergo more than on draft. For writing crucial reports it is suggested that ideally there should be three drafts. They are; the first draft wherein the primary concern is with the comprehensive ness of the report; the second draft wherein the main thrust is on the organisation of the contents; and the third focuses on giving final touches.

Drating is relatively simple when the reports are of routine nature. But where reports are prepared for special purposes or events, they require a good deal of effort, and care is to be bestowed upon reports or statutory reports should be very carefully drafted. Use of simple and direct languages avoidance of officialese are real virtues in this regard.

(e) **Presentation:** Once the report writing is finalised, it has to be typed or printed depending on the number of copies required and the money available for duplication purposes. It goes without saying that readability and neatness are to be ensured in this process. Then the report is to be bound or pinned as the case may be. Finally it is communicated personally handed over or sent otherwise-to the higher executive. The report must bear proper identification and authentication, especially when it comes from outside. Some times there would be a need to send the report along with a duly signed covering letter giving appropriate reference to indicate its authenticity.

Check Your Progress - Exercise. 2

1. What is authentic report

....
....
....
....

2. Explain the importance of economy in report preparation.

....
....
....
....

3. What is the importance of proper organisation of the report

....
....
....
....

higher organisational levels to the lower ones. Sidewards reports are those sent by one office or functionary to the other not covered by hierarchical relationships. The upward and downward reports are, respectively, instruments for ensuing responsibility and control. The sidewards reports aim at securing coordination between non-hierarchically related segments of work.

(ii) Legality: Some reports are prepared and sent to meet the statutory or legal obligation. Such reports may be called statutory reports. An example of such statutory reports are those submitted by the Comptroller and Auditor General's Office to the Parliament through the President. There are other reports which are sent either as a result of an obligation cast under rules and regulations or otherwise.

(iii) Functions: There are different aspects of the functioning of an administrative organisation like establishment, accounts, stores, progress of schemes, etc. A report may be prepared for one of these aspects. For example there may be a report regarding financial position, recruitment and so on.

(iv) Periodicity: The reports may relate to the activities during a specified period of time. Thus there may be daily, weekly, fortnightly, monthly, quarterly, half-yearly, annual and biannual reports.

Sometimes the administrative requirements may be such that a report is urgently called for even before all aspects which are tentative in nature are called as interim reports. The final reports are submitted subsequently on the basis of more further information and after taking the administrator's further requirements onto consideration.

(v) Style Structure: Reports, depending on their nature or channel of communications could be either formal or informal. The formal category consists of reports which are ordered by the official hierarchy while the formal reports are not called for on the basis of official obligation but they are nevertheless submitted. The formal reports largely follow hierarchic channels and generally take written form whereas the informal reports mostly cut across formal channels and tend to be oral in form.

(vi) Regularity: Reports that are sent regularly are called routine reports and those that are required to be submitted under special circumstances or once in a while are called special reports. The special reports are called for when there occur deviations from normal situations.

(vii) Confidentiality: While a vast majority of office reports are open, there are a few which are confidential in nature. The confidential reports are generally prepared when sensitive work is being handled or when a third person other than the reporter and the persuer of the report is not supposed to know their contents. The best example of this kind are the confidential reports (CRs) on the subordinate employees by the controlling officers in the government departments.

Check Your Progress - Exercise. 1

1. What is a report ?

....
....
....
....

2. What are the functions of reports.

3. what are statutory reports.

4. What are informal reports.

9.6 MAJOR ELEMENTS OF AN EFFECTIVE REPORT

From observation of numerous good reports, a few important elements of effective reports are found as follows :

(i) **Accuracy:** Reports, to be dependable, must be based on factual data. Inaccurate data would lead to wrong analysis, wrong decision-making and commission of costly errors.

(ii) **Presentable Appearance:** Presentable appearance implies that the report should be written in a good style and should have attractive get-up in terms of appropriate quality of papers neat binding up of papers, and wrapping up when necessary.

(iii) **Simplicity:** The report should be simple, clear and direct in style so that it is amenable for a quick and ready grasp. Beating around the bush and jargon-mongering are to be avoided.

(iv) **Brevity:** The reports must be brief, concise and to the point. Lengthy reports tend to be jarring, dull, repetitive and uninteresting. Unduly long reports are either likely to be persued by the busy administrators or the most crucial elements in them may be missed out in the maze of too much of detail. Besides, they are also costly since they consume more resources than what is actually required.

(v) **Authenticity:** Authenticity of a report is a very important element of a good report in public organisations. Authenticity here means that the report must be made by persons who are empowered to do so. Signing, dating and putting the office are the standard ways of authenticiting reports in public offices. Proper addressing is also an important aspect of authenticating a report.

(vi) **Proper Organisation:** Every piece of information that is sought to be conveyed by a report has a logically definite and specified place. Therefore, the report should be well planned and well organized. Some of the important and useful parts of a good report in their logical order are: (i) the title and terms of reference, (ii) table of contents, (iii) the source of data and the methods employed for collection of data, (iv) the summary and the conclusions reached together with the supporting details, (v) the necessary appendices to explain and support the contents and conclusions in the report, (vi) the problems identified and the solutions prescribed to solve them.

9.8 IMPORTANCE OF DATA

Data play a very important role in the working of an office. In the office, work is viewed as information work, data may be logically viewed as the heart of the office. The quality and adequacy of data have a crucial bearing on the efficacy of decision-making in administrative organisations.

9.9 MEANING OF DATA

Data may be defined as meaningful information. Although the words data and information are taken to be synonymous, there is a subtle difference between the two. According to Schoderbeck "data are materials to be used inferentially but which had not been evaluated for their worth to a specified individual in a particular position whereas information is inferentially intended material evaluated for a particular problem, for a specified individual, at a specified time and for the explicit purpose of achieving a definite goal".

In other words, data are recorded facts and figures in their random form and in isolation of each other. Information, on the other hand, consists of analysed interpreted data geared to serve a specific need. It, therefore, follows that data, as such are of little value and can be misleading unless serving a definite purpose.

9.10 SOURCES OF DATA

The data may be collected from two sources viz., (a) primary sources, and (b) secondary sources.

Primary data refers to the data that collected through original investigation. The primary data may, therefore, be called the first hand data. There are two major methods of collecting primary data. These methods are:

- Observation method: and
- Interview method.

Observation could be described as the faculty of seeing and noting. It is the act of recognising and noting phenomenon as they occur in nature. The observation method is again divided into two submethods; the participant observation and the non-participant observation. Participant observation refers to the processes of collecting data through observation by becoming a member of the group that is under observation. Non-participant observation means observing an organisational situation as an outsider. The participant observation is considered to have a major advantage over the non-patticipant observation method in the sense that the observer under the participant observation method gets an intimate understanding of the phenomenon. However, there is also an accompanying disadvantage with the participant observation. Whereas non-participant observation provides scope for a detached perception of the situation the other sub-method is likely to lead to a prejudiced view. Further, it is also argued that an overall view or under standing is better possible under the nonparticipant than participant method of observation.

Under the *interview method*, the data is collected directly from the subjects or witnesses who are supposedly capable of furnishing the relevant data. The interviews are broadly of two types; *structured interviews* and *non-structured interviews*. Structured interviews method is also known as the *questionnaire method*. Under this the data are gathered through the help of a questionnaire structured or evolved for the purpose before hand . The interviewer asks certain questions and elicits answers from the respondents. The responses (to various questions) of a number of respondents are classified, tabulated and analysed to discern the underlying patterns. The questionnaire method would help the date collector in eliciting information on all relevant issues without omitting some as may otherwise happen in the absence of questionnaire.

Unstructured interview is alternatively known as the discussion method. Under this method the interviewer collects data through conversation with the respondents. One advantage of this method over the structured interview is that it permits informality, spontaneity of interaction and a more relaxed environment necessary for the unbiased interview. The respondents who are likely to be inhibitive in their responses when confronted with a questionnaire are likely to be free and uninhibited under the discussion method. Besides the interviewer can collect information of sensitive nature even while concealing his or her identity. This would not be possible under questionnaire method.

There is a mixed method which may be termed as semi-structured or partly structured interview method. Under this method , the data collection is done with the help of an interview schedule. The interview schedule is a half-way device, intermediary to discussion and questionnaire techniques. The interview schedule contains a few broad points around which the interview proceeds.

Both the unstructured and semi-structured interviews, to be successful require competent interviewers. The outcome of discussions in terms of reliability of data generated significantly depend on the skill of the person holding the interview or administering the schedule. Although the questionnaire method does not demand high communication skills on the part of the data collector and hence the method could be deemed easy, it infact is not entirely so. Unless the questionnaire is scientifically designed and intelligently administered, the data resultantly collected is likely to be poor in quality.

Secondary data is the data collected from already assembled or published sources. Reliance on secondary data, in some measure or the other is inevitable for every office. some of the office tasks require secondary data exclusively. Some others require secondary data as a supplement to the primary data. Generally the secondary data, tends to be less expensive than the primary data. However, the reliability of secondary data is lesser when compared to the primary. The secondary sources could be published or unpublished. Books, journals, articles and printed reports belong to the published category. Manuscripts, correspondence, diaries archival documents refer to the unpublished category.

9.11 TYPES OF DATA

The data that are collected for reports and other office purposes could be categorised into three broad groups viz., descriptive data, statistical or quantitative data, and symbolic data. Descriptive data refers to the data that are presented in qualitative terms and verbal forms. Quantitative or statistical data are data that are presented in numerical form. Much of the data for economic planning of the government is based on statistical data. It is recorded in figurative form of numbers, tables, bars and graphs. Symbolic data means the data that are recorded in the form of symbols, pictures an so on.

Descriptive data could be transformed into statistical data and vice-versa. The descriptive data are generally relied to portray aspects like emotions or social relations. Descriptive data are less amenable for precise statement. Statistical data are used for indicating or measuring physical quantities. The statistical data could be tabulated manually or through machines like calculators, computers, and the like; files, paintings, templates, television, pictures etc., are illustration of symbolic forms of data.

Check Your Progress-Exercise. 3

1. What is data ?

....
....
....
....

2. What is observation method ?

....
....
....
....

3. What is structured interview ?

....
....
....
....

9.12 TECHNIQUES OF DATA COLLECTION

There are two broad techniques of collecting data. They are: (1) the census technique; (2) the sampling technique.

Under the census method data are collected regarding each and every item with which the survey is connected. This method is also known as complete enumeration method. In other words , data here are collected for the whole of the universe of the population under reference. Here the word 'universe' means the total number of objects or units under study. For example, for the purpose of work measurement study in an office, the work output of each and every office worker is recorded and analysed.

The advantages of the census method include: (1) coverage of entire universe leaves nothing for estimation or imagination; (2) since data are complete and more accurate, valid conclusions could be drawn; and (3) greater insights into the object is made possible under this method. Although the census method is desirable from the point of view of quantity and quality of data, its employment is not possible and feasible under all circumstances. Some of the typical problems associated with the census method are; (1) survey of all items in the universe makes it costly; (2) it tends to be time-consuming and hence not useful when information is urgently called for; (3) the census method is simply impossible when data regarding very large universes are to be collected under constraints of time, money and manpower.

In order to overcome limitations of the census method, the sampling method could be resorted to. Under the sampling method only a part of the universe is surveyed. In other words, only some of the units or the individuals belonging to a particular class are surveyed and the findings of such a survey are extrapolated to infer the characteristics of the whole of the class or universe under question.

The sampling technique is based on two principles. They are; (1) the principle of statistical regularity which lays down that a moderately large number of items chosen at random from a large group are on the average, almost sure, to possess the characteristics of the large group; and (2) the principle of inertia of large numbers which states that, other things being equal, larger the size of the sample, greater the accuracy. This is so because a large number tends to be more stable.

The sampling technique takes a variety of forms of which the more basic are; (1) deliberate, purposive or judgment; sampling wherein the sample is chosen on the basis of investigator's personal judgment; (2) random sampling wherein every item of the universe gets as equal chance for inclusion in the sample. The random sampling technique has several variations like simple random sampling, stratified random sampling, systematic sampling, cluster sampling and the quite sampling.

the sampling technique offers several advantages like; (1) economy in money and time made possible by the study of only a part and not the whole of the universe; (2) thoroughness in investigation; and (3) scope for collection of detailed information. Some of the important limitations of this technique are; (1) this method is not applicable for smaller universes that are better surveyed by complete enumeration. (2) if the samples are drawn carelessly, they become unrepresentative of the universe; (2) this technique calls for costly services of people well versed in statistical methodology.

9.13 SUMMING UP

The modern office has an important role of collection of data and preparation of reports. Different techniques of data collection are discussed in this unit. The data collected is compiled in the form of a report. The purpose of reports, the process of report preparation and major elements of an effective report are discussed in this unit.

9.14 ANSWERS TO CHECK YOUR PROGRESS

Exercise - 1

1. See 9.3
2. See 9.4
3. See 9.5
4. See 9.5

Exercise - 2

1. See 9.6
2. See 9.6
3. See 9.6

Exercise - 3

1. See 9.9
2. See 9.10
3. See 9.10

9.15 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines.

1. What are the functions of reports
2. What are the major elements of an effective report
3. What are the stages in the report preparation process

II. Answer the following in about 15 lines.

1. Explain the interview as a method of data collection
2. Explain the sampling technique of data collection
3. What is the importance of reports.

9.16 REFERENCE BOOKS

1. P.N. Reddy, H.R. Appannaiah : Office Organisation and management, Himalaya Publishing House, 1990.
2. S.P. Jain and T.N. Chhabra : Office Management, Dhanpat Rai & Sons, Delhi, 1982.
3. M.H. Gopal : Introduction of Research in Social Sciences, Bombay, Asia, 1964.
4. P.K. Ghosh : Office Management Principles and Practice, sultan Chand & Sons, New Delhi, 1990.

Writer : G. Sreenivasa Reddy

UNIT-10 : OFFICE COMMUNICATION AND CORRESPONDENCE

Contents

10.0 Objectives
10.1 Introduction
10.2 Meaning and Importance of communication
10.3 Communication Process
10.4 Types of communication
10.5 Devices of Communication
10.6 Barriers of Communication
10.7 Guidelines for Effective communication
10.8 Forms of Correspondence
10.9 Summing up
10.10 Answers to Check Your Progress
10.11 Model Examination Questions
10.12 Reference Books

10.0 OBJECTIVES

After going through this unit you would be able to :

- describe the communication process;
- explain the guidelines for effective communication, and
- describe the forms of correspondence.

10.1 INTRODUCTION

As Millett put it communication is the 'blood stream of administrative organization'. The effectiveness of an organisation depends on good communications. In this unit we shall see the communication process in public organizations. The different types of communications, and barriers to effective communications are also discussed. The correspondence is an important form of communication. This unit also contains a discussion on different forms of correspondence.

10.2 MEANING AND IMPORTANCE OF COMMUNICATION

Communication is variously defined by different writers on the subject. According to Littlefield and Rachel, it is "the process of conveying messages". Newman and Summar define it as "exchange of facts, ideas, opinions or emotions between two or more persons". Millett views it as "the shared understanding of the shared purpose.

Communication is the process of transformation of perceived conditions and events into data for manipulation and organization to become information purposes of eventual transmission of such information to others. In order that communication may occur, Messages must be composed, transmitted and understood. Communication thus involves a systematic and continuing process of telling, listening and understanding with a view to securing the meeting of minds and correspondence of outlook on issues of common interest.

The modern era is an era of communication. Communication revolution the world over has affected almost every human activity including the public office administration. The potentialities of communication as a management tool are so great that it is difficult to recognise them and yet easy to underrate them. It is in consideration of this crucial role of communication that Millet has characterised it as "the blood stream of administrative organization", while Pfiffner refers to it is as "the heart of management". It is in fact, found by studies that on an average about threefourths of the office administrator's time is spent on communication.

Every idea, fact or opinion will be in a dormant state until it is transmitted and understood. However, imaginative and sound the idea may be, its full potential would not be realised if it is poorly communicated. Good communication promotes a shared understanding, a sense of participation, a disposition for cooperation and team spirit. Proper communication in the organisation serves several purposes like facilitation of coordination and control and motivation of members to perform their envisaged functions. The importance of communication is increasing in direct proportion to the ever-growing size and complexity of the organisations in the contemporary world.

communication may be positive or negative depending on its intent. positive communication is one which invokes action or prolongs it where already initiated. Negative communication, on the otherhand,, is that which causes stopage of action or cutting short of action underway. Eitherway communication plays a useful role in initiation and continuation of desired actions and in warding off the undesired ones.

All communication is not necessarily action or inaction oriented. certain communications are intended for creating desired states of mind or favorable attitudes among the office employees and the citizens dealing with them. Inculcation of right attitudes is very important for securing the fuller involvement of the office employees.

Communication, where it is full and regular, clears much of the misinformation that may crop up in an organisation. otherwise, the misinformation leads to disfunctionalities such as strained inter-personal relations, absence of synchronization in efforts, confrontation of unanticipated situations and the like. Communication subserves human needs like recognition and giving vent to emotional strains. Bottled up emotions, if not shared with others, may lead to the collapse of people.

10.3 COMMUNICATION PROCESS

the whole process of communication involves six distinguishable steps as shown in the sequence below.

Idation .... Encoding .... Transmission ....
Receiving .... Decoding .... Acting

Here the process of communication is seen as commencing with ideation or with the conceiving of ideas or contents by the communicator or the sender of the communication. The communicator's ability to conceive the appropriate ideas and contents is an important first step in this process.

Encoding refers to conversion of ideas and contents into coded forms such as words, symbols and gestures so that their essence may be conveyed to the receiver. communication distortions crop up if this conversion is not done properly. Every idea that is conceived should be converted into an appropriate code. some ideas may necessitate all the three different codes of words, symbols and gestures to fully concretise a particular idea.

Transmission implies the transfer of the ideas from the communicator to the communicate. This transfer may be through visual, auditory or audio-visual means. This transfer should be adequate and complete. An idea well-conceived and encoded will lose its significance if it is not transmitted equally well. The transmission losses pose a particular problem at this stage in stage in the communication process. This transmission could be direct between two or more persons or it could be through some intermediary devices. The instruments of transmission should be appropriate for the job and should be in good working order.

Receiving the information at the destination is the fourth step in the communication process. Effective communication at this stage implies that the information received fully corresponds to that which is ideated. On many occasions there is a certain gap between ideation and receiving. This may be because of improper and inadequate encoding or ineffective transmission or poor reception or all of them. Poor reception may be on account of defects in the instruments of reception or because of the inattentiveness and incapacity of the receiver or the communication.

The message received being in the coded forms deciphering of them requires decoding. The words, symbols and gestures that were coded in the encoding stage need decoding in order to grasp the contents or ideas underlying them. Here it is important that there is maximum correspondence between the encoding and decoding, otherwise the ideas would be grasped in a sense and a way other than what was intended by the communicator.

The final stage or the end point in the communication process is the acting. All purposive communication aims at some action physical or mental or a combination of both. In the absence of this aim getting fulfilled the process of communication may be said to be incomplete.

The action stage may lead to further ideation and to the recurrence of the whole sequence of communication.

10.4 TYPES OF COMMUNICATION

There are several types of communication depending on the base chosen for the classification. The chief among these are: (a) relationship; (b) level or direction; (c) means; (d) space; and (e) media.

- **On the basis of relationship:** Communication may be categorised into formal, informal and semi-formal on the basis of relationship invoked by the communication. The formal communication is the one which takes place between two or more persons having hierarchic relationships and through official channel. Informal communication, also known as unofficial communication or 'grape vine', refers to the transmission of messages either between persons not having official relation or through channels other than formal. The semi-formal or demi-official communication takes place between persons officially related but by way of invoking personal relations. The formal communication is often deliberate and is transmitted more in a written form. The informal communication is generally spontaneous and tends to take oral form. The informal communication is generally considered to be more effective than the formal one.

- **On the basis of level or direction of transmission:** The communication could be transmitted vertically or horizontally. The vertical transmission refers to inter-level or between the levels of communication while the horizontal one refers to intra-level or within the level of communication. The vertical communication could be upwards-directed or down-wards-directed.

  The upwards-directed communication takes the form of appeals, memoranda, reports and manifests in the form of responsibility. It is transmitted from the subordinates to superiors in the formal organisation.

  The 'downwards' communication takes the shape of commands, directions, orders, instructions, etc. It originates the higher hierarchic levels and travels down to the lower ones. This type of communication is authoritative in orientation.

  The horizontal communication takes place between co-equals or peers within an organization for purposes of integration of efforts or for coordination. This could be neither authority nor responsibility-oriented. This communication may also be called lateral or sidewards communication.

- **On the basis of means:** On the basis of means used for transmission, the communication may be categorised into written and oral types.

The written communication may take the shape of a letter circular, notice, memo, note, etc. The written communication could be descriptive or figurative. Figurative communication implies use of numbers, pictures and figures for purposes of conveying messages. The written form is generally employed for distance communication and for fulfilling accountability requirements. The written communication is more voluminous and frequent in public offices on account of their higher accountability commitments. The written communication is particularly desired when the information contained therein is needed for future references. The oral communication is subjected to memory losses.

The oral communication is transmitted through the medium of spoken word. It may be face-to-face between the persons engaged in communication or it may occur through the mediation of mechanical devices like the telephones and the intercomes. This communication again could be mass communication, as in the case of a public speech, or it could be an individualised communication. Transmitted in or with the public offices. The oral communication is direct, spontaneous and speedy when compared to the written one. The oral type, by giving a personal touch to the communication, enhances its effectiveness.

- **On the basis of space:** Depending on the space where at the communication occurs communication may be internal or external. The internal communication refers to the one taking place within the office; between different office employees. The external communication is the one transmitted between the office and agencies and individuals external to it. The mailing, the messenger service and the telephonic conversations are the principal methods of external communication. The external communication is used for projecting the image of an organisation, for collecting the reviews of the people on the organisations working, for disseminating information regarding an organisations working and for such other purposes.

- **On the basis of media:** On the basis of media employed, communications could be auditory, visual or audio-visual. The radio broadcast, the letter and the television telecast respectively are the typical examples of these different media. Though the audio-visual medium of communication is considered more effective than the other two it is sparingly used because of the higher cost involved in this transmission medium.

Check Your Progress: Exercise. 1

1. Give any two definitions of communication

....

....

....

....

2. Identify the steps in the communication process

....

....

....

....

3. Mention the basis for the classification of communication

....

....

....

....

10.5 DEVICES OF COMMUNICATION

Gone are the days when face-to-face talk or conservation was the principal means of communication. With the rapid advances in technology, innumerable mechanical devices are being employed for purposes of office communication. Some of the important among these devices are:

- Telephones
- Staff location devices
- Pneumatic tubes
- Conveyors
- Teleprinters or teletypewriters
- Telewriters or teleautographs
- Telefax
- Television
- Picturephones
- Telecommuting

we shall discuss in some more detail about the above mentioned devices.

(i) Telephones: The invention of telephones has marked the beginning of communication revolution. The telephone is the most common or even the only mechnical communication device employed in most public offices in India. It is difficult to classify telephone either as a purely internal or purely external means oof communication. Where the telephone is fitted with extensions it serves the internal communication purposes and where such extention facilities are not provided for, it largely serves the requirements of external communications. The telephone services has immense potential in a country of distances with not so well-developed transport network like India. The availability of telephone facility enables the distantly placed peoplle to contact public offices without ithe botheration of making personal visit. This facilty to be effective, however, requires extension of telephone network in every nook and corner of the country. It also calls for improving the efficiency of the teleephone system. Which is a subject of too many complaints as at present.

The telephone facility has numerous variations. The important of these are:

- The direct exchange line, under which there is one receiiver for one exchange line.

- The direct exchange line with extension system under which one to three extensions are provided to one telephone. Under this system different office executives and sections could be provided with telephone facility even without incurring additional expenditure for connections, installation and rentals. Besides this the extension facility would also perform the function of internal communication. Even when the office can afford the cost of individual direct exchange line telephones to different office executives, it is not always possible to do because of the long waiting list of telephone sockers.

- The private branch exchange (PBX) systems are installed by the Telegraphs Department in a large sized organizations, where more than three extensions are needed for internal communication purposes. Under this system an operator siits at the switch board with one or more direct lines and with a numver of internal connections to provide connections to all the callers internal and external. This system is quite popular in India particularly in the Government Ssssssecretariats, Universities, public undertakings etc.

- The private eautomatic branch exchange (PABX) system is an improvement over the PBX system. Here the manual operations of the telephone operator are replaced by the automatic exchange and the caller get internal numbers just by dialling the concerned numberss even without the intervention of the operattor. The external numbers, on the otherhand could be obtained by first dialling a code number and then the actual number of the person to be contacted.

- The inter-communication system, or the inter-cum for short, iis becoming increasinglyy popular in India. This system provides for a maximum of 40 lines. This system works with the multicore-cable; the installation of which makes it possible to obtaian the relevant internal number directly. This system exclusively serves the purposees of internal communication. It could be installed by the office concerned, without the botheration of the Telegraphs Department's involvement.

- The Executive or house telephone system: This iis more or less like the inter-come system, but with the exception that the executives under this facility can have direct and ssssimultaane ous connections to one or more points. This innovation allows a person to simutaneously speak to many people, as if in a conference. This is ideal under the circumstances wherein the executive has to pass on the same message to a number of subordinates at stroke.

- The radio telephones are the devices alternatively called walkie-talkies. These are used to send, receive and exchange oral massages between select spots operating on the governemnt-alloted frequencies. The redio-telephones are confined to the Police Department and a few select organizations in India while a more extenisiive use is made of them in the West both in the field of business and government.

(ii) Staff location devices: The bells, buzzers and lights are the more commonly used devices for calling messengers and subordinates who subsequently convey the messages. In larger organizations more expensive devices like public address systems are used to call the people. Such devices are used in bigger railway stations, bus stations, exhibitions, schools and large factories. One disadvantage of the public address system is that it disturbs the persons not wanted by the speaker.

(iii) Pneumatic tubes: This ssdevice is very rarely employed in India. Underr this systtem the written communications are inserted into the small plasitc containers called catridges and are then put into the tubes which move the containers in the desired direction under the pneumatic pressure. This system transmits written communications within the office even without the messenger service. This difficulty with this device is the scope it provides for blockage of the tubulapr passeges rendering the device inoperative.

(iv) Conveyors: The conveyors or conveyor belts are employed in many offices in the USA and Europe to move stationery, paper and documents within the office without the mediation of personal messengers. The conveyors could be horizontal or vertical. While vertical conveyors are employed in multi-storied buildings, the horizontal belts are used for movement of written communication across the same floor. The conveyors make possible the movement of large-sized and bigger files and bundled papers which cannot be ordinarily moved through pneumatic tubes.

(v) Teleprinters or teletypewriters: a teleprinter is a two part machine of which one part consists of an electronic typewriter with the standard keyboard used to print messages while the other part automatically prints the incoming messages. A message typed on the transmitting part gets printed automatically and instantly on the receiving part or at the receiving end. Various branches of an organization can be linked up with the help of the teleprinter communication. Although teleprinter service is generally run by the post offices some of the other government organisations have also installed these devices in the recent years.

(vi) Telewriter or tele-autographs: These are also known as electronic longhand transmitters. Under this device, hand-written messages are received almost simultaneously as they are written electronocally. Here messages are written on the metal plate attached to the machine and these messges are simultaneously received at the other end.

(vii) Telefax: Telefax machines are used for transmitting objects like drawings, sketches and formula, which can not be transmitted by teleprinters. Under this system the machines at two ends are joined by an ordinary telegraph line. The image or matter to be transmitted is reproduced oon pieces of electrosensitive paper, wrapped around a cylinder. This cylinder is then inserted into the machine and the 'copy' is instantly secured at the receiving end. In addition to drawings, sketches and formulae it can also tupe and transmit messages like the teleprinters

(viii) Television: Several modifications of the well-known television device are under use for office purposes in the west. Here television cameras are focussed on the necessary records and documents to be seen by the executives or supervisors placed at a distance. The image of this is then received on the screen of a television placed at the receiving end. Records of branches located at a distance can be examined on television without undertaking journeys to the place of their actual location.

(ix) Picture Phone: This is a very latest device which makes, possible the talkers at two ends to see each other even while talking. This device has just come into use in the USA and instances of its employment have not yet come to light as far as India is concerned.

(x) Telecommuting: This systen is a combination of several devices. Under this system communication is made possible via a centralised computer system at a terrific speed. This system works some-wwhat like this.

- typewriters are connected by telephone lines to a central computer.
- the typists at typewriters print the questions for the computer.
- within a few seconds, the computer returns a typed reply.
- on instruction the computer stores into the memory the desired data, for purpooses of future reference.

Telecomputing has come under use in the fields of air travel and global reservations for star hotels. Recently the Air-India has also established this facility in India.

10.6 BARRIERS TO COMMUNICATION

The communication process is subject to several barriers or hurdles and it is the responsibility of office adminitration to take effective measures to oovercome them or to minimise their adverse effects. chesterI. Barnard lists four important conditions for ensuring effectiveness iin communication in formal organizations as follows;

- The communication to meet with compliance must be undersandable to those to whom it is directed. Otherwisee, it may either be ignored or may be complied with in ways other than those intended.

- The communication must be such that its compliance does not harm the interests of the communicate receiver of the communication. Contents of communication that are prujudiicial to the personal interests of the receiver will not ordinarily be received in the way it is intended or even when received in the like way may not be made the basis for his consequent actions.

- The communication should not be perceived by the receiver as contradicting the goals of the organization.

- The communication must be such that the receiver of it has the necessary capacity or abilities to comply with the communication.

- The above formulations focus attention on the barriers oof communications that are specific to the receiver of the information. There are, however, numeerous other barriers which hamper the communication processes in organizations. The importnat of these coould be grouped under four broad headings. They are:

1) content barriers
2) Transmission barriers
3) Context barriers
4) Human barriers

The above categorizaation is not to suggest that the hindrances to communication exist in isolation of each other or without impinging on one another. In fact it is seldom possible to identify and isolate the impact of one barrier from the rest of the lot. This categorization attempted here is meant only for purposes of analytical facility.

The content barriers: The content barriers refer to the problems inherent in the messages. One important barrier in this category is the language barrier which one writer prefers to call 'tyranny of word'. Poor language abilities are the very basic problems leading to badly expressed messages which in turn convey ideas inadequately, inaccurately and impertinently. Lack of clarity in the communication or vagueness in it are the two possible problems here. Besides these, there are many words which have multiple meanings and would easily lend themselves for different assumptions. The communication loaded with such words give diverse meanings to different receivers resulting in what may perhaps be termed 'ideological barriers'.

A major communication content barriers in public offices in India is the divergence between the language of the masses and the official language. The official circulars, communiques, forms, etc, meant for public use are either fond in an alien language like English or in a language that is too much textbookish and hence beyond comprehension of people at large. This is an instance of communication that is poorly adopted to the recipients.

Another content barrier is the imprecision in the communication resulting in padding up of the contents of the communication and rendering it such that its essence it lost in its detail.

Transmission barriers: These refer to hurdles encountered din the process of transmitting messages between administrative positions or levels. The transmission barriers chiefly relate to the means employed for the purpose of communication. This problem may manifest in the inappropriate choice of means or media or communication, as for instance, a message that could be best expressed through written means, if sent orally, does fall short of the recipient's requirements. Another way in which this problem confronts us is that the instruments used not being in proper working order, as for instance, in an out of order telephone or a damaged teleprinter.

The context barriers: An important barrier is the inadequacy of the time available for communication thereby leading to hurried messages, some of which may not be passed in sufficient detail. The time constraint may also take the shape of delayed communications. Premature communications or communications transmitted before they are due, also create problems in the sense that the recipient may either fail to see its immediate relevance or may forget all about it when it is due for use.

The size and distance of the organization, unless matched by the presence of fast and mutually interrelating communication devices, may pose their own problems. The largely impersonal communication in the large-sized organizations is devoid of much needed personal touch. The effectiveness of communication is considerably reduced due to over-depersonalization.

The absence of well-conceived and definite channels of communication also hampers the communication process.

Rigidly hierarchical nature of public office organisations and the status consciousness of the functionaries working therein arrest the free and inhibitive flow of information in the organizations. The authoritarian nature of most public organisations has gravely reduced the potential advantages of communication in public offices.

Human barriers: The human element is the most vital in the communication process. The communication is at times stunted because of inadequate communication skills on the part of the communicators, the communicatees and the mediators of communication. It may also be obstructed because of poor interpersonal relations between the senders and the recipients. Some times, the barriers may stem from inattentiveness of recipient at the time of receiving communication. The vested interests of human beings also play their own role in hampering communication in the organisation. Lack of willingness to communicate due to introvert or withdrawing nature of people also inhibits communication. The human barrier may also be in terms of the lack of skill to communicate. While anybody knows 'talking to people' very few people are indeed know 'talking with people'. Further, while most people good at talking very few, indeed are good at listening. In communication listening is as important as talking to people.

Check Your Progress - Exercise. 2

1. Examine the role of telephone as a communication device

....
....
....
....

2. Explain the problems in the use of modern communication devices in Indian offices

....
....
....
....

3. Mention the types of barriers to communications

....
....
....
....

10.7 GUIDELINES FOR EFFECTIVE COMMUNICATION

A few principles are found to underline all effective and successful communications. More important of them may be listed as under.

(i) Clarity: The contents of communication must be clear and unambiguous. They must not be such as to lead to different assumptions. Lack of clarity in communication, sometimes stems form its abstractness. The communication must therefore be as concrete as possible. Directness and simplicity enhance clarity in communication.

(ii) Economy: The communication must be economic. Economy here implies mainly two things. They are: (1) it must cost least and (2) it must be brief, concise and be without any padding up or beating about the bush. However, economy should not be secured at the cost of effectiveness or efficiency of communication. Purposiveness is one measuring rod that can help secure economy in communication. All communications must be eliminated.

(iii) Contextuality: The communication must be appropriate to the circumstances. Out of context communication leads to wasted efforts in organization. Sufficient care is to be taken so as not to pass on or to receive in communications that are contextually irrelevant.

(iv) Timeliness: Communications must be timely. Delayed or premature communications are to be avoided. It should be remembered that the communication delayed is communication denied/ Timeliness in communications could be ensured, to some extent, by evolving communication routines and by subjecting such routines to periodic review.

(v) Correctness: The communication must be correct. Accuracy and verifiability are the two aspects of the principle of correctness. Inaccurate communication not only results in misinformation but also mars the credibility of future communication.

(vi) Authenticity: Authenticity is an important prerequisite for communications in formal organisations like public offices. Communications that are not authenticated are likely to fail in securing the desired effect.

(vii) Consistency: Consistency in communication implies absence of contradictions in the communication. Inconsistency leads to confusion and lack of credibility. This may also give undue scope for individuals to exploit the contradictions to their personal advantage and in a way detrimental to the office interests.

(viii) Acceptability: Acceptability is one of the most important principle being listed here. Communication ceases to serve any worthwhile purpose, unless it is accepted by the recipient as a guide to his targeted actions and behavior. The acceptability of communication will be enhanced by ensuring the presentability of communications. Mechanical and discourteous ways of communications are to be avoided. Courtesy, considerateness and a sense of 'you feel in' or empathy are to be adopted.

10.8 FORMS OF CORRESPONDENCE

Office communication in the Government is mostly written. To some extent it is supplemented by oral communication in the form of instructions, telephonic conversation, meetings and conferences. Some organisations such as workshops, schools and colleges may use the public address systems to communicate with the public through the radio and television,, journals magazines and news papers. The Government is accountable to the people for all its activities and so Government activity has to be recorded. Hence written communication is always preferred for Government work. Further, such records will provide valuable material to future policy makers, planners and also researchers. Let us examine the different forms of correspondence. Some forms of correspondence are:

- Letter and Demi-Official letter
- Memorandum
- Office Order
- Office Memorandum
- Unofficial Note/Reference
- Government Order
- Notification
- Resolution
- Circular
- Endorsement
- Telegrams and Telex
- Other methods.

Let us discuss in some more detail about the above mentioned forms of correspondence.

1. Letter and Demi-Official letter: A letter is the form used for all formal communications between different offices and members of the public, public associations and bodies, etc. But it is not used for communication between different Ministries/Departments of the Secretariat or between different Sections/Branches of the same office. The format of an ordinary letter is known to every one, and the format of a Government letter has the following special features:

- There will be an identifying number typed or written at the left hand top corner of the below the letter-head.

- The subject of the letter will be indicated very briefly (in one or two lines) immediately after the salutation.
- The text of the letter will usually begin, in a chain of correspondence, with a reference to a previous letter on the subject either of the addresses or of the correspondent: e.g., 'With reference to your letter No. 4/27/82, dt, the 4th of July, 1982 on this subject ....' (or) 'In continuation of my letter No. 3/47/91, dated the 2nd of January, 1991 .....' etc.,

If the correspondence is ordered by some superior Officer/Government to communicate a decision he will then write 'I am directed to inform you....' But if he is writing on his own authority he will write 'I am to inform you....' or 'This is to inform you .....'

- All official letter will end with the subscription. 'your faithfully, followed by the signature and designation of the person signing the letter.
- The main text of the letter will be to the pont, cogent, simple in construction, courteous in expression and divided conveniently into paragraphs, which are numbered serially.
- A Demi-Official letter is different from the official letter. It is generally used:
- For exchange of opinion or information without observing the formalities of the prescribed procedure;
- When it is desired that a matter should receive the personal attention of the official addressed; and
- When it is intended to bring any matter to the personal notice of an official.

The Demi-Official letter is a personal letter addressed to an officer by name. The name and designation of the officer writing the letter will appear at the left hand top corner of the letter. The convention in salutation is as follows:

- When writing to any person whom the writer does not know personally the salutation will be 'Dear Shri' or Dear Srimathi/Kumari'.
- If the writer knows the person to whom he is writing and if he is of about the same rank or of lower rank as the writer the salutation will be 'My dear X'.
- If the person is personally known, yet senior to the writer, it will be 'My dear Shri ...

The name, designation and address of the addressee will be indicated at the left hand bottom corner of the letter.

The text is in the first person, singular and is marked by a friendly and personal tone. It ends with' yours sincerely' followed by the signature of the officer. But the designation of the signatory is not indicated beneath the signature. In this respect the D.O. letter differs from the official letter.

2. Memorandum: This is used by Government to convey to subordinate officers information not amounting to an order of the Government . This is written in the third person and does not contain a salutation of subscription except for the signature and designation of the officer singing it. The name and/or designation of the addressee will appear at the left hand bottom corner of the page.

3. Office Order: An office order is used for conveying a decision or sanction concerning the members or the staff of the office. This form is used only for internal communication and not for communicating with other officers or the general public. The form of office order will be similar to that of Memorandum.

4. Office Memorandum: This form is generally used for correspondence between the Ministries of the Government of India. It is written in the third person and bears no salutation or subscription except for the signature and designation of the officer signing it. The name of the Ministry to which the communication is addressed is shown below the signature on the extreme left of the page. This is not used for correspondence with attached and subordinate offices.

5. Unofficial Note/Reference: This form is used for correspondence between Ministries/ Departments or between a Ministry and its attached offices. The State Government also use this for inter-departmental correspondence in the Secretariat. This is useful for:

- obtaining the views, comments, etc., of the other Ministries/Departments on a proposal or
- obtaining clarification of existing instructions, or
- requisitioning papers/information, etc.

This is drafted in the same manner as a memorandum. The name of the Ministry/Department to which it is addressed will appear on the left side bottom of the page. This will be underlined and below it will be written the name of the originating Ministry/Departments followed by the identifying number and date of the communication, e.g.,
Department of atomic Energy

Ministry of Science and technology

U.O. No. 3/47/91, dt. 7.1.1991

Sometimes the entire file of the originating Ministry will be sent to the addressee Ministry with the unofficial note recorded on it. In such cases the receiver will record his reply on the file itself and return it to the originator. in other cases a separate unofficial reference will be sent in reply.

6. Government Order: All decisions of the Government including sanction for creating new establishments or increasing the strength of existing establishments and sanctions for spending money are communicated in the form of Government Orders. This form is generally adopted by the State Governments. The Government of India communicates such decisions/sanctions in the form of official letters. The Government Order (in common use in Andhra Pradesh) will begin with the name of the Government Department mentioned at the top of the page. Immediately below that a synopsis of order (called 'abstract') will be given. This will be followed by the order number and date. The Order number will be prefixed by the letters 'GORt' for routine orders and 'GO Ms' for all other orders (Miscellaneous Orders). The previous letters, orders, etc., on the subject will then be listed with the prefix, 'Read'. The background of the case will be given in the preamble text. This will be followed by the narration of the action recommended by the Head Government. The Government Order will end with an inscription '(By order and in the name of the Governor of .....)' and will be signed by he Secretary/Deputy Secretary to the Government with his designation indicated. The names, designations and addresses of the persons to whom the order is to be sent will then be listed.

7. Notification: The form is used for notifying by publication in the Official Gazette (Official Journal of the Government) the promulgation of rules and orders , delegation of powers to subordinate officers, and also appointments, promotions, etc., of officers. This will be similar to Memorandum.

8. Resolution: The Government of India and some State Government use this form for making public announcement of committees/commissions or enquiry and action taken by the Government on the reports of these bodies.

9. circular: When information is intended to be conveyed to several persons in the organisation or several subordinate offices, the communication is issued in the form of a circular. The form of the memorandum of the Office Memorandum or even that of the letter is used for a circular but the difference between the two is that instead of a single address as the case of any of the others the circular will have multiple addresses. To save stationery, all the addresses will not be indicated in detail in the circular. The addresses are indicated in general term such as 'To all the District Collectors' and 'To all the Heads of Department'. Each office issuing such circulars will have a standard mailing list which has the full addresses of all the officers to whom circulars are to be sent. The person dispatching the circular will write the addresses on the envelopes as recorded in the mailing list and mail the circulars.

10. Endorsement: When a copy of a letter or any other communication addressed to an office is to be sent to another office also, it is done by indicating this on the copy of the communication itself instead preparing a separate letter forwarding it. This is known as endorsement. The words,'copy forwarded to....... for information/for further action', will appear at the foot of the copy of the letter after the signature. The copy will be signed by the correspondent and mailed to the second addresses. copies of Government orders, sanctions etc., received by the Head of a Department are circulated to the subordinate officers through such as an endorsement. This form should not be used while communicating copies to other Governments and higher officers; and only the ordinary letter form should be used in all such cases.

11. Telegrams and Telex: Government offices also use telegraphic and telex facilities provided by the Post and Telegraph Department for transmitting their urgent communications. Sometimes messages drawn up in the form of telegrams are sent by post to save money. These are called' Savingrams' and are to be acted upon by the recipient in the same manner as in the case of telegrams. 'Savingrams' is used when the matter is not so urgent as to be sent by telegram but when at the same time it is desired that it should receive priority at the receiver's end.

12. Other method: Government Departments also use other forms and modes like express letters, wireless messages, etc., for communication with each other. press communiques and press notes are used when it is desired to give wide publicity in the news papers to specific policy decisions of the Government.

As already stated, whatever be the mode of communication adopted, it will be effective only if it is precise, unambiguous and in a language and form intelligible to the person or persons for whom it is intended.

Check Your Progress - Exercise. 3

1. What is a Demi-Official letter

....
....
....
....

2. What is office memorandum

....
....
....
....

3. What is office order

....
....
....
....

10.9 SUMMING UP

Pfiffner referred to communication as the "Heart of management". We have discussed in this unit about the important aspects of communications in public organizations. The discussion on the types of communications, devices of communications and barriers to communication will be useful to understand the requirements of effective communications. Different forms of correspondence also are discussed in this unit.

10.10 ANSWERS TO CHECK YOUR PROGRESS;

Exercise - 1

1. See 10.2
2. See 10.3
3. See 10.4

Exercise - 2

1. See 10.5
2. See 10.5
3. See 10.6

Exercise - 3

1. See 10.8
2. See 10.8
3. See 10.8

10.11 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each

1. "Communication is the blood stream of administrative organisation" Discuss.
2. What are the features of an effective communication.
3. What are the main forms of correspondence.

II. Answer the following in about 15 lines each

1. What are the human barriers to communication
2. What are the problems in the application of modern devices of communication in public offices in India.

10.12 REFERENCE BOOKS

1. Rumki Basu : Introduction to Public Administration, Sterling Publishers, New Delhi, 1990.

2. T. Yogender : Office Correspondence in Government, Modern Printing Press, Hanumkonda, 1986.

3. F.C. Thusing : Office Practice Today - Pitman, London 1975.

4. P.K. Ghosh : Office Management, principles and practice, Sultan Chand & Sons, New Delhi 1990.

Writer: G. Sreenivasa Reddy

UNIT -11: RECORDS MANAGEMENT

Contents

11.0 Objectives
11.1 Introduction
11.2 Meaning and Importance of Records Management
11.3 Reasons for the creation of Records
11.4 The volume of Records
11.5 Present state of records in the government
11.6 Principles of Efficient Management of Records
11.7 Steps in Records Management
11.8 Cost factors in Records Management
11.9 Organization for Records Management
11.10 Summing up
11.11 Answers to Check Your Progress Exercises
11.12 Model Examination Questions
11.13 Reference Books

11.0 OBJECTIVES

After going through this unit you would be able to:

- explain the importance of records management in Government;
- describe the present state of records in Government; and
- explain the steps in records management.

11.1 INTRODUCTION

The records management is an integral part of office administration. In this unit we shall discuss different activities of records management. The discussion on the principles of efficient records management will be useful for the proper appreciation of state of records management in public offices.

11.2 MEANING AND IMPORTANCE OF RECORDS MANAGEMENT

Government Records are very valuable property . In fact, every record, whether of personal letters, exchange between friends, business documents or documents relating to property, is important in itself. But Government records, being public in nature, have a unique significance. Therefore, a very elaborate procedure is evolved for maintaining Government records. This procedure to an outsider may seem cumbersome and a parts of it may appear to be unnecessary and suggestive of redtapism. The fact, however, remains that one who really understands the importance of proper maintenance of Government records and their utility for posterity appreciated the detailed procedure and conventions and formalities which are observed in the maintenance of records.

Each file, register, paper and record in the Government Department deals with problems and policies affecting the day-to-day administration is beset with various problems. The Records maintained in Government Departments are, therefore supposed to be sources or repositories of the quintessence of wisdom, administrative acumen and political sagacity which contribute to the solution of problems. Government files are, therefore, most valuable reference material which serve as a guide, as a precedent for posterity to follow or to profit from it.

Every file in the Government Department is not very important not does it have the same value for posterity as the other file may have. However, each subject for which a file which a file is opened in Government Departments has sits own significance, place and value. But the difference or gradation in the relative importance cannot be denied. Therefore, certain records are of lesser value than certain others. The Value of record differs according to the contents or the subject matter of the file, depending upon the relative importance of the records, decisions to be taken, the period for which each file is to be kept before it is destroyed.

Today's organisations have to contend or cope with a veritable avalanche or flood of paper work. Organizations of all types and sizes are required to create and maintain an increasing number of records, reports, correspondence studies and other documents. Business concerns must retain records in order to survive in a competitive environment and to comply with Government regulations and information requirements. While technological advancements have provided considerable assistance, efficient and effective Records Management is essential to the success of the organisation. Hence, Records Management is an important area of office organization. Opinions may differ regarding what precisely constitutes records management. In the words of Littlefield and Peterson, records management can be described as the management control of records. It is observed that Records Management broadly concerns itself with the records creation, distribution, maintenance, retention, preservation, retrieval and disposal.

According to Lt. Col. Brij Mohan Records Management refers to the principles, practices and skills needed for achieving the most effective creation, use, maintenance, retention, protection, preservation and elimination of records.

The term' records', refers to the vast bulk of correspondence and other types of documents which are created, received and stored in any business office. it includes all forms of information processing media used by a business concern such as correspondence, cards, tapes and microfilm.

The term 'records', is usually defined and thought of as the process of classifying, arranging and storing records so as to make them readily accessible when needed . While filing is usually considered to be of clerical concern, records management is thought of in terms of control of records by management. This is a much broader concept than filing. Filing is an aspect of records management but records management is much more inclusive in meaning is that it means supervision, creation, protection, storage and disposal of records. Let us now discuss the necessity for creation and maintenance of records in the Government.

11.3 REASONS FOR THE CREATION OF RECORDS IN THE GOVERNMENT

All communications received in the Government or issued by it including reports and returns, notes, memoranda, documents, etc., which are used in its activities constitute records. In other words, any physical medium which stores information can be regarded as part of the records of an organisation and such records may be in the form of papers, cards, tapes or even microfilms. As records contain some information, they are expected to store the information for the future. some of the purposes for which records are kept in the government are:

- Records are retained for planning and programming the future activities of the Government.
- Records contain information about activities to be reported to or explained before Audit, legislature or other public bodies.
- In certain cases, the retention of records is a legal requirement.
- Records provide information about past activities and past decisions which help the organization in making a rational and objective evaluation of current problems in Govern ment.
- In Government, it is necessary for the decision makers to be impartial in the treatment of the demands and grievances of all citizens; and records of past decisions, precedents and procedures assist in fulfilling this objective.
- Administration is a continuous process but the administrators are changed frequently. Retention of records ensures continuity in administration.
- Government records contain facts and figures about political and socio-economic conditions which may be of historical value.
- The records contain information which quickens and sharpens the process of decision-making.
- The capacity of the human mind to gather and retain information in time, space and volume being limited, records help human memory.
- As the life span of Government organisation is generally longer than the service tenure of the Government servant controlling it is necessary to maintain records and record facts concerning current activities for the benefit of posterity.
- The Government organisations make use of a large volume of human and material resources. Records of these resources are necessary for their proper procurement and utilisation in Government.

Therefore, an efficient and effective Records Management should be ensured in the Government Departments at all levels.

11.4 THE VOLUME OF RECORDS TO BE CREATED

In a Welfare State like ours, the activities of the Government extend to large areas of the citizen's life. As a result, a large mass of records is being created. The modern methods of duplication which have rendered the process of making copies easy and quick have added to the pace of accumulation of paper in offices. But the creation of records, though unavoidable, cannot be indiscriminate and, if unchecked, is likely to be counter-productive. This aspect, therefore, needs constant attention. to give an idea of the immensity of the problem, one may go through the report of the Tara Chand Committee on Archival Legislation of 1960, in which the total accumulations of Central Ministries and other Government Departments and organizations had been estimated at about 40 and 136 linear miles of shelving respectively the total being eleven times the size of the National Archives Repository, which has 16 miles long shelves. The annual consumption of file covers by the Department of the Central Government has been estimated at 2 crores. A proper check on the growth of records is, therefore essential right from the stage of creation. how can this be done ? One way is to reduce noting on files and issue of communications. For this greater use of telephone, including intercom, should be made. A file should be opened on any subject only when absolutely essential. Much of the repetitive noting can be avoided if upto-date standing notes, Running Summary of facts, guard files etc., are available. Further, the Single File System between the Secretariat and its attached offices and/or subordinate offices located in the same station in respect of proposals emanating from the non-secretariat organizations should be started so that decisions are taken and communicated on the same file without the Secretariat having to open parallel files. Another way is to ask Senior Assistants to submit cases direct to Under/Deputy Secretary, without the intervention of the Section officer/Under Secretary. Yet another way may be to delegate powers to all levels down to the lower functionaries.

Check Your Progress: Exercise - 1

1. Explain the importance of records management

....
....
....
....
....

2. Why records are created ?

....
....
....
....
....

3. What is a record ?

....
....
....
....
....

11.5 PRESENT STATE OF RECORDS IN THE GOVERNMENT

Although instructions and guidelines issued form time to time are available about records management, there is generally an inadequate appreciation of the crucial importance of this resource among officials. There is seen a growing awareness, however, of late, as will be seen from the entries included in the annual confidential reports of ministerial staff including the Section Officers wherein the performance in the are of recording, weeding, etc., is also required to be mentioned by the reporting officer. In practice, however, this has yet to produce the desired result, and one still finds records or all varieties multiplying an abnormal rate leading to increase in cost maintaining and preserving them; the process of information retrieval and communication too is not keeping pace with the growing information needs of the various functional areas of the Government. Almost an identical situation exists in State Secretariat and District Headquarters.

The records management in Government is generally, marked by the following drawbacks:

- Great delay occurs in the retrieval of information.
- In a large number of cases, records cannot just be located because of low accuracy rate.

- Lots of records have been kept which have not been used for reference purposes for a long time which means low reference ratio.
- Records, which are more than 3years old, are not being sent/received by the Sections/Records room. Similarly, the Departmental Records Rooms are not transferring files more than 25 years old, to the National Archives. The result is that there is congestion in the offices leading to decrease in functional efficiency and low morale.
- The space available for records is not being utilised properly.
- There is a lack of proper filing equipment in Sections and the Records Rooms.
- The safety of the records rooms is not being given proper attention with the result that important papers have sometime been found missing.
- Persons posted in the Records Rooms are not of the right type; generally people unwanted in sections or persons of failing health are posted to the Records Rooms.
- Location of the Records Rooms is not at a proper palace. Besides, there are unsatisfactory environmental conditions like lack of proper lighting and seating arrangements, etc. No fire-fighting equipment has been installed; whether it exists, the staff manning the Records Rooms do not know how to use it. White ants and termites have been observed to be spoiling the records. There is yet another dimension to the record management. The method of entries in records, some say is leaving some room for manipulation. It is not uncommon to hear reports of manipulation of records especially land records to scuttle land reforms.

11.6 PRINCIPLES OF EFFICIENT MANAGEMENT OF RECORDS

The drawbacks mentioned above should be removed so that the purpose for which the records are being maintained is fulfilled. Therefore, an efficient and effective records management should ensure the following.

- **Weeding out:** It should ensure that while records which are needed to be retained, are well preserved, unnecessary, records or records which have outlived their utility are regularly and promptly weeded out.
- **Accessibility:** It should provide an easily accessible store house of information relevant to the changing needs of the organization.
- **Control:** It should control the growth of records even at the time of the creation.
- **Speed in retrieval:** Records should be capable of being retrieved without undue loss of time.
- **Economy:** Economy should be observed by ensuring that
  (a) records occupy minimum space;
  (b) the cost of equipment for storing records is low;
  (c) the cost of retrieving information is low.
- **Retention Schedule:** It should provide for a uniform and systematic schedule for retention and disposal of records.

Check Your Progress - Exercise. 2

1. List out the drawbacks in the records management in Governmen

....
....
....
....

2. Explain the importance of economy in records management

....
....
....
....

11.7 STEPS IN RECORDS MANAGEMENT

The various activities involved in the records management can be classified under the following heads:

(i) Creation
(ii) Classification
(iii) Transfer
(iv) Maintenance
(v) Preservation
(vi) Review and weeding

We shall discuss the above mentioned activities in some more detail in the following paragraphs.

(i) Creation: This is the first important crucial stage, since all other activities in records management flow from this. Hence the greatest attention has to be paid here. One has to think constantly whether the creation of a particular record is a 'must'. Can the purpose be not served by discussions either personally or on telephone? Is it not possible to return the paper with the required information to the sender? Other ways are to maintain standing notes, guard files, etc., so that noting, particularly the repetitive one, is avoided. The various information aids like the precedent book and reference folder, if maintained properly, will help in restricting the creation of records. For processing cases of repetitive and/or routine types, standard process sheets should be devised. As a matter of fact, retrieval of information at a later stage depends upon whether at the time of creation of records certain aspects like proper indexing and file numbering have been duly observed or carried out.

(ii) Classification: Records serve different purposes and naturally the degree of utility of the records will vary. This calls for the classification of different types of records according to the needs into such broad categories as the following:

- **Permanent:** The records in this category will never be destroyed; e.g., records of historical value or such papers which, if destroyed, will seriously affect the functioning of the organization.
- **Important:** Records in this category should be such as are useful to decision-making for a considerable long period.
- **Desirable:** Records should serve as useful reference points for sometime in the future.
- **Ephemeral:** Pages, documents, notes, etc., which have no present or future value can be destroyed.

Classification on the above lines will help in developing proper retention schedules and the weeding out of unwanted papers. In most Government departments, both at the Centre and in the States, classification of records has been done, more or less, on the above, criteria could be adopted. In the offices of the Government of India, records are being classified as under:

(a) **Class 'A'** - Files in the category are required to be kept and printed or micro-filmed. To include a file in this class, the approval of the Branch Officer concerned is necessary. Files fit for inclusion should be of historical importance or should contain precious documents requiring their original to be preserved on tact and access to them restricted to the barest minimum.

(b) **Class 'B'** - Such files as should be kept permanently for administrative reasons but not printed or micro-filmed.

(c) **Class 'C'** - such files as should be kept for a specified period only, i.e., files of secondary importance having relevance to a period not exceeding 10 years.

(d) **Records of ephemeral nature** - These records have no long term value and are to be destroyed as soon as they are one year old.

For files in Class 'C' it is necessary to draw up a rational and uniform schedule of retention so that a reasonable balance between creation and destruction of records is maintained. For this purpose, records could be classified according to functions; e.g., accounts, establishment, personnel, house-keeping, licensing, etc. The Administrative Reforms Wing of the Department of Personnel and Administrative Reforms have laid down retention schedules with regard to records common to all Departments.

(iii) Transfer: Records should also be segregated into 'active' and 'inactive' ones. Active ones are those which are likely to be required frequently for reference. Such records should be kept in the Section for a period not exceeding 3 years and thereafter sent to the Departmental record room on their becoming inactive. Further, the inactive records because of their being numerous can be shifted to a less costly space else-where making room for receipt of fresh records from the units/sections. Besides, the files in Class 'A' and 'B' should be transferred to the National Archives, if, on completion of 25th year of their life, they are to be retained for a further period.

(iv) Maintenance: The work-units or sections should maintain only the current and active records. For the rest, the central records room should be setup which should look after the non-current and inactive records. Records should be maintained inn filing and storing equipments which ensure easy accessibility to records to the office layout. A large variety of office equipments and materials such as file cabinets, visible card filing cabinet, vertical filing systems, and suspension folders are available for maintenance of records in an easily accessible manner requiring a minimum storage space.

Micro-filing, i.e., the photographing of a record to a reduced size is an effective method of saving space, because a microfilm occupies only about 1/300th of the space required for a file. Since it is a costly device, it has to be resorted to only in such cases where records are valuable or voluminous in nature and required to be maintained for a sufficiently long time, and also acceptable to law courts.

(v) Preservation: The longevity of records depends upon storage environment and care in handling them. This will require removal of dust and air cleaning under pressure, vaccumated fumigation, adequate physical facilities, antirodent action like provision of doubledoors, block entrance through broken window panes, use of traps, etc. Besides, a repair of damaged/decaying documents has to be done under export guidance as untrained staff may further spoil them. Wet records should be dried in shade under a fan and not under the sun or by placing them near the fire; and fumigated with thymol vapour, but prints and maps having a coating of varnish are not to be exposed to thymol. There should be provided for this. A dungeon or basement is certain not a suitable location for the records room. It is necessary to ensure air circulation and for storage to use steel rocks keeping them 15 c.m. away from walls. Records should never be placed on the ground or stacked right upto the ceiling.

(vi) Review and Weeding: To derive full benefit from the creation of records they should be poperly managed. It is said that a man having a small number of children can look after the family better than a person with a large family. similarly, we should keep our records within reasonable limits, and for this, periodical review of records and weeding of unwanted ones is necessary. this paper octopus is a great monster and needs to be kept under control.Records, naturally, need space which is very expensive now-a-days. In Delhi, for example, the monthly rent for office dpsce is more than Rs. 4/- per sq. ft. If 25% of section of the size of 70'X40'=2800 sq. ft. (i.e., 700 sq. ft.0 is occupied by records, it will cost the Government a rent of Rs. 2800/- per month-which is much as the pay of four office assistants.

Ordinarlily, records should not occupy more than 10% of the total aarea allotted to a department. The records should be reviewed ananually. The procedure for review and the weeding out of files is indicated in the Manual of Office Procedure. Broadly, it is as follows:

In the monthe of January each year, the Section Record Clerk after consulting the record review register wiill submit recorded files with the Secition which are not to be kept for more than 3 yearss to the Section officer for review. The deparrtmental Record Keeper will likewise send a record for review to the Section concerned. The record will be examined by or under the direction of the Sectionn Officer keeping the following points in view:

Class 'C' Record: The year of review in such cases will be reckoned with reference to the year of closing. On review the file, if no longer required, will be weeded out and if it is still required, it may be retained for a further period not exceeding 10 years from the year of closing, afterwhich it will be weeded out without any further review. In case, during the course of a reviews before the maximum expiry perriod of 10 years, it is found that the file needs to be upgraded to 'B' Class, i.e., "Keep but do not print or microfilm", it may be so done with the approval of the Branch Officer.

Class 'A' and 'B' Record: The year of review of files in these classes will be reckoned with refernce to the year of opening. These will be reviewed on attaining the 25th year of their life in consultation with the National Archives of India.

After review the files will be made over to the record clerk who will make appropriate entries in the two copies of lists of record which are received from the Record Room. both copies of lists, duly signed by the Section Officer, along with the filess will be sent to the Records Room which will sign one copy and return it to the Section concerned by way oof acknowledgement.

The records not falling within category of files like publications, spare copies of circular orders, etc., should also be weeded out periodically by the Sections/Units to ensure that unnecessary accumulation of papers is aviaded.

Check Your Progress - Exercise. 3

1. Identify the steps in records management

....

....

....

....

2. Describe the classification of records in Government of India

3. Ecplain the procedure of weeding out of records in public offices.

11.8 COST FACTORS IN RECORDS MANAGEMENT

All activities involve expenditure of money. time and effort. So also records management will do. However, what has to be ensured is that the cost should be reasonable in terms of space utilization, equuipment and suitably trained and qualified personned and that wastage of efforts, materials, manpower and space is avoided. The various components of cost may be analysed under the following heads:

(i) production Cost: The production cost of records includes charges for articles of stationery used, writing of notes and correspondence, preparing reports, filing forms, etc. Here, attention is to be paid at the stage of crreation of records to such aspects as the type and quality of paper to be used depending upon the retention period of the paper (some intelligent rough idea is required), and designing of effective reports/returns, etc.

(ii) Preservation Cost: This includes cost of space which has been mentioned above briefly. It is necessary that before a file is recorded, all routine notes, reminders, acknowledgments, etc., were taken out of the files. Another way is to keep such papers separately, below the file, at the time of handddling the file. Inactive records, which on a random checking have ben found to bee not frequently required during a specified period, could be considered for shifting to less costly space, keeping in view the security considerations. Records should be reviewed and weeded out perriodically so as to make room for receipt of fresh records.

Expenditure on preservation of records is a necessity and not a luxury. It includes the provision of trained and motivated staff, proper equipment and use of fumigation, etc. The posting of untrained and unmotivated staff, non-provision of proper equipment, etc., is to a great extent responsible for the present state of records.

11.9 ORGANISATION FOR RECORDS MANAGEMENT

The present arrangement of leaving the records management function to a lower level functionary needs to be discontinued. There should be a Records Administrator in each office who should report directly to the Head of the organisation. There should be properly trained staff to assist the Records Administrator. Besides, there should be a committee consisting of the Divisional Head with the Records Administrator as a membe, which should continually update the retention schedules, and devise a long term policy on records management. The Committee should also coordinate the records management system with other activities of the organisation for the purpose of ensuring that the system of information storage and retrieval is continuously renovated and geared to the reequirements of the current and future activities of the organisation.

The overall impementation of the policy on records management should be the responsibility of the Records Administrator. Among other things, he will also ensure the maintenance of the master index, keep a watch on the progress of recording and reviewing work and hod charge of the Centre Records Room.

11.10 SUMMING UP

The ofice records is an important mechanism of maitaining the publicness of public office administration. The record is a document indicating the activities of the organisation. We have discussed in this unit various aspects of records management in public offices.

11.11 ANSWERS TO CHECK YOUR PROGRESS:

Exercise. 1

1. See 11.2
2. See 11.3
3. See 11.2

Exerrcise. 2

1. See 11.5
2. See 11.6

Exercise. 3

1. See 11.7
2. See 11.7
3. See 11.7

11.12 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines eaach

1. Define record and explain its importance in public office administration
2. Describe the principles of efficient management oof records.
3. Outline the important steps in records management

II. Answer the following in about 15 lines each

1. Descriibe the components of costs iin records menagement
2. "Maintenance of record is the main function of a public office" Discuss
3. Comment on the present state of records in public office.

11.13 REFERENCE BOOKS

1. F.C. Thusling : Office Practice Today - Pitman, London 1975.
2. P.N. Reddy, H.R. Appannaiah : Office Organisation and management, Himalaya Publishing House, 1990.
3. G.R. Tery : Office Management and Control, Homewood, Illinois, Richard D Irwin, 1990.
4. S.P. Arora : Office Organisation and Management, Vikas Publishing House, New Delhi, 1982.

Writer: T. Yogendar

UNIT-12 : OFFICE STATIONERY CONTROL

Contents

12.0 Objectives
12.1 Introduction
12.2 Requirements of Stationery Control
12.3 Methods of Buying
12.4 Procurement of Stationery on the Government
12.5 Local Purchases
12.6 The Stock Room
12.7 Issuing System - Indents
12.8 Custody of Stationery
12.9 Economy in the Use of Stationery
12.10 Summing up
12.11 Answers to Check Your Progress
12.12 Model Examination Questions
12.13 Reference Books

12.0 OBJECTIVES

After going through this unit you would be able to:

- explain the requirements of stationery control, and
- the process of procurement and issue of stationery in the Government.

12.1 INTRODUCTION

A typical phenomenon of modern Government business life is the amount of stationery that is used every day, an amount which grows ever more voluminous. It is rather a neglected aspect of office management, because it is thought to be less important than the machines or the personnel who use the stationery. There are two main reasons why this subject should receive more attention than it dose; one is because the office workers should be provided with the best tools if they are to produce the best work, and the other is because every additional piece of paper means increased costs in handling it. In this unit we shall be discussing the different aspects of stationery control in public offices.

12.2 REQUIREMENTS OF STATIONERY CONTROL

The essential requirements for a good system dealing with stationery are:

- Efficient buying, in the right quantities.
- The maintenance of as little stock as possible, but sufficient to ensure economical buying.
- The storing of stationery should be in the best way possible, so as to prevent deterioration, and to save space, lighting, and heating.
- The issuing system should be so planned that wasteful consumption is checked.
- Office management should include proper control over the use of stationery.

(iii) Heads of Offices have been given powers to make purchases up to a limit of Rs. 1,000/- per annum. If their requirements are more they, will have to seek the sanction of the Heads of Departments concerned who could make the necessary allotment out of their quota of Rs. 10,000/- per annum. In case the quota of the Heads of Departments has been exhausted, they will, in turn, have to approach the Ministries as stated in (ii) above.

The following are the categories of cases where irregular expenditure on local purchase of stationery stores takes place:

(a) Heads of offices making purchases in excess of their powers without obtaining the sanction of the Heads of Departments concerned.

(b) Heads of Departments incurring expenditure, on local purchases of stationery stores in excess of their prescribed limits without obtaining the sanction of the Ministries concerned.

(c) Ministries making purchases in excess of their powers without obtaining the concurrence of the Chief Controller of Printing and Stationery or where such concurrence is not forthcoming.

(d) Where local purchase from stationery stores is resorted to by an office without placing an indent with the Government of India Station.

(iv) All the indentors are to ensure that the procedure outlined in paragraph 1 above is invariably followed while making local purchases of stationery stores. Where the Ministries have exhausted their quota of Rs. 10,000/- in a year and where further expenditure on local purchase of stationery stores is considered essential by them, the concurrence of the Chief Controller of Printing and Stationery to such purchase should invariably be obtained before such expenditure is incurred. Such concurrence may be assumed if a non-availabily certificate is obtained from the Stationery Office or the Regional Stationery Depot, as the case may be.

(v) Cases in which irregular expenditure on this account has already been incurred may be referred to the Ministry of Finance (Department of Expenditure) for regularisation, in the same way as any other irregular contingent expenditure, which is not within the competence of the Ministries to regularise , is referred to the Ministry.

(vi) All offices are required to maintain a register showing the progressive total of the local purchase of stationery or sanction issued to their attached and subordinate offices.

(vii) All the Indian mission abroad make their own arrangements for the procurement of their requirements of petty items of stationery stores viz: pencils, paper weights, inks, holder, nibs, inkpots, blotters, pincushions, gum bottles etc. as supply of such items from the Stationery Office, Culcutta, is considered uneconomical from every aspect. The Embassy of India, Washington, the High Commissioner for India in Canada, Consulate General of India, New York and Consulate General of India, San Francisco, are authorised to obtain their entire requirements of stationery stores locally and not from the Government of India Stationery office, Culcutta.

(viii) Expenditure incurred beyond the monetary limit of local purchase of stationery stores (including rubber stamp) by the indentors is required to be regularised by furnishing the details of the expenditure so incurred to the Government of India Stationery Office/ Regional Stationery Depot directly.

Check Your Progress - Exercise. 2

1. Explain the procedure of procurement of stationery in Government

....
....
....
....

2. Why Local Purchases are Made

....
....
....
....

12.6 THE STOCK ROOM

Stationery if often stored on open shelves or in dark and gloomy cupboards, and it may be badly stocked and difficult to find any item, under those circumstances it is almost impossible to take stock when required.

Printed matter is particularly expensive today and should be stored in the best possible way. The room adopted should be less suitable for clerical use, but at the same time should have minimum conditions of good light (preferably daylight), be within easy reach of all departments, clean and dry, and under lock and key. The modern method is not to stock in the recesses of deep cupboards, but to space out on narrow adjustable steel shelving, which is both fire-resistant and capable of adjustment to suit the height of the stationery.

The physical arrangement of the stock is a major factor in its preservation. printed matter should be left in its wrapping paper and be labelled on the end facing outwards (some printers do not even label their parcels)' and the parcels should be stacked for ease of counting in, say fives or tens. To help find any single item, the shelves should be numbered consecutively, and a looseleaf or card index should be kept upto date, from which the relative shelf number for any item can be obtained.

12.7 ISSUING SYSTEM INDENTS

In a firm or in Government Department, of any size, a system of requisitioning will be necessary to make sure that goods and quantities required are officially approved. Such a system should be simple and it should be well thought out and planned before hand. For example, issues should only be made on written requisition signed by authorised persons, and such persons, should be designated before hand. issues should only be made at specified times, say once a week, but in practice there are always exceptions which have to be made to this rule. If work is not to be interrupted, clerks must be supplied with the necessary tools and materials for the job whenever they are required.

While a system of written requisitions is a strongly recommended wherever possible, its disadvantages must be guarded against; the chief of these being that excessive quantities will be requisitioned in the hope of getting the reduced quantity. Again, where a fair supply is not allowed, additional work is created by regular requisitions of smaller quantities.

12.3 METHODS OF BUYING

The methods of buying can be divided into three main categories although in practice there may be a combination of them. These are:

● **By Tenders:** With very large firms and with local authorities the system of buying by tender is used. Here, the authority decides on the items of stationery manufacturers to tender prices for the different lots. Delivery of the goods may then be taken all together, or in instalments, as required throughout the year. This system saves a great deal of time in price discussion, and once the contract has been awarded, it is a simple matter of requisitioning the quantities desired. Unfortunately, contract methods, have their disadvantages, among them being the fact that the lowest tender is not always the best supplier and a contract for a period of time may mean that higher prices might be paid than otherwise, if market prices should fall during the contract period.

● **By Quotations:** The second method is by using quotation system whereby every time a large quantity of anything is required, then different firms are asked to submit quotations, perhaps accompanied by specimens. This has the advantage of giving many stationery firms the chance of supplying, and is to the advantage of the purchasing firms as well as to the business. It will take more staff time than the tender system. but it does ensure that the best market prices are obtained every time goods are required.

● **By Rate Contract System:** After a survey of the market prices, the organisation fixes the rates of the items to be purchased. The office places orders for the items required from the firms accepting the rate contract system.

Check Your Progress: Exercise - 1

1. What is the importance of stationery control

2. What are the requirements of stationery control

3. Explain the system of buying by tenders

12.4 PROCUREMENT OF STATIONERY IN THE GOVERNMENT

The Government of India Stationery Office, Calcutta, stocks articles of stationery including paper and paper made items required for the use of offices of the Government of India. Until recently all the Departments of India were required to obtain their requirements of stationery from the Government of India Stationery Office, Calcutta. But now Regional Stationery Depots have been set up in New Delhi and Madras. The setting up of the Regional Stationery Depots has helped to improve the supplies of stationery to local indentors apart from facilitating better contact between the indentors and the supplying agency. The setting up of the Depots has also helped in reducing the volume of local purchases by offices in Delhi and Madras areas. The question of opening a similar depot relating to the procedure for indenting supplies from Government of India Stationery Office and the consumption of stationery in Government of India offices are contained in the 'Rules for the supply and use of Stationery Stores' issued by the controller of Printing and Stationery, New Delhi. Besides a booklet, all those who are concerned with the procurement of stationery must also be familiar with the 'Vocabulary of Stationery Stores'. 'Stationery Office Rate List', 'Important Instructions on Economy in Paper, Stationery and Printing', 'Price Lists of 'S' Series and T.R. Series of Forms'.

The vocabulary has been introduced to facilitate the following objectives:

- to achieve the maximum degree of standardisation in stores demanded by different indentors;
- to bring into use standard nomenclatures to ensure uniformity of description by different indentors of the same items;
- to simplify the work of indentors in the submission of their demands; and
- to facilitate provisioning, stocking and issue in the Government if India Stationery Office, Calcutta and Regional Stationery Depots, New Delhi and Madras.

Stationery is supplied to all Departments of the Government of India accepting Commercial Departments free of charge but the Departments concerned are required to pay freight charges. For this purpose various Central Government Offices have been declared as direct demanding offices authorising them to place indents on Government of India Stationery Office/Regional Stationery Depot. BEfore a newly created office can place an indent sanction of the Chief Controller of Printing & Stationery has to be obtained. For this purpose the Administrative Ministry is required to send a proposal to the C.C.P.& S. Chief Controller of Printing & Stationery clearly indicating the status and designation of the indentor and the mode of adjustment of the cost of supply viz. whether it is to be supplies free of cost or or on book debit or on cash payment basis.

12.5 LOCAL PURCHASES

Local purchases of stationery stores should be resorted to only in emergent and unavoidable circumstances and the barest minimum requirement should be purchased within the authorised limits and according to instructions issued by the Department of Works, Housing and Urban Development and Ministry of Finance from time to time. The following procedure should be adopted while resorting to local purchase of stationery stores:

(i) Ministries/Departments of the Government of India have been given powers to make purchases up to a limit of Rs. 25, 00/- peer annum in the normal course and full powers to make such purchases subject to the concurrence of the Chief Controller of Printing and Stationery.

(ii) Heads of Departments have been given powers to make purchases upto a limit of Rs. 10,000/- per annum. It follows that if they have to make local purchase from stationery stores in excess of this limit, they will have to seek the sanction of the administrative Ministries concerned who could make the necessary purchase out of their quota of Rs. 25,000/- per annum.

Stationery is usually centrally stored and centrally issued in an organisation, and while the issuing system must be reasonable in its operation, it must not be so liberal that separate stationery stores are built up in each department of Government.

Indents: Indents for the requirements of various articles of stationery are prepared in the forms prescribed in the Rules for the Supply and Use of Stationery Stores. While indenting various articles of stationery due regard should be paid to the past consumption, strength of office, expected consumption and volume of work. Before indenting, officers are advised to go through each item carefully and see whether economy has been kept in mind while preparing the indent.

12.8 CUSTODY OF STATIONERY

As soon as stationery is received, it should be checked up with the dispatch vouchers. The stationery should be put in the charge of a responsible clerk and should be kept under lock and key. Stationery should be issued by the clerk concerned to the officers/clerks monthly on the basis of their requirements. The monthly requisitions for stationery for various branches/sections should be made in the prescribed form. While distributing the stationery, the clerk should carefully scrutinise the requirements, of every official with reference to "Rules for Supply and Use of Stationery Stores" and clerk will maintain proper account in the prescribed form for the articles of stationery issued to every official. Stationery asked for will be issued only on written requests.

Wherever any member of staff proceeds on leave or transfer the articles of stationery in his possession should be handed over to the successor or Head Clerk/Supervisor.

12.9 ECONOMY IN THE USE OF STATIONERY

The atmost economy must always be exercised in the use of stationery and it is the duty of all Officers, Supervisors and Head Clerks to enforce it and to watch constantly for possibilities of saving and avoidance of waste. The important points to be noted are:

- Typing should be single-spaced except communications of important nature or communications with outside persons.
- Office notes should all be single-spaced.
- Both sides of paper should be used.
- For note purposes, the smallest size of paper should be used.
- Drafts of letters should be retained as Office copies. Fair office copies should not be stuck at all except in important cases. Wherever possible the backs of letters should be used for drafts or replies.

Note sheets blank on one side, retrieved from old files, ripe for destruction and not confidential, should be carefully scrutinised to reduce number of copies distributed.

Office copies may often be dispensed with. covering letters must not be sent with the various 'Prescribed Forms' of applications, returns, statements, certificates etc. unless for any special reason it is impossible to say all that has to be said in the form, and therefore necessary to explain or supplement it, by a separate letter.

Small Envelopes and Postcards should be used wherever possible. This saves paper, envelopes and postage. Small envelopes should be used for communications on half-sheets of papers should always be used for communications that are too long for a postcard (or for which a postcard would not be suitable) but which are not long enough to cover one side of a full sheet.

Envelopes received with communication from other offices should be carefully cut (not torn, opened and preserved. When a sufficient quantity has accumulated they should be handed over to Daftari to remake envelopes in his spare time.

All letters which have to be sent to the same address on the same day should, as far as possible, be collected together and sent in a single envelope or in the smallest number of envelopes that will contain them all.

Economy Slips must be used on official covers for all ordinary correspondence except when the contents are bulky or of a confidential nature or when it is proposed to send the cover insured. The slip should be so pasted that it can be torn off when opening it without damaging the envelope, which may be used again.

Services of peons during their idle hours may be utilised to remove old and defaced envelopes, private as well as Government, by turning them inside out and repasting with economy slip. This would result in considerable economy and attain the maximum reduction in the use of new envelopes.

Further economy in envelopes can be effected by the use of inland letter forms for outstations and routine correspondence by affixing service stamps on them. These forms are available from General Post Office on payment. These envelopes should be superscribed 'O.I.G.S.'.

The practice of notifying leave and transfer of Gazetted officers in the Gazette of India has been discontinued as a measure of economy for the period of emergency, to start with.

Check Your Progress - Exercise. 3

1. Explain the importance of Custody of Stationery

....

....

....

....

2. Explain the importance of Economy in the use of Paper in Public Offices

....

....

....

....

12.10 SUMMING UP

In the public office administration the office stationery control is not given enough importance. The efficient system of procurement of stationery, issue system and economy in the use of stationery is necessary for the effective system of office administration.

12.11 ANSWERS TO CHECK YOUR PROGRESS

Exercise - 1

1. See 12.1
2. See 12.2
3. See 12.3

Exercise - 2

1. See 12.4
2. See 12.5

Exercise - 3

1. See 12.8
2. See 12.9

12.12 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each

1. Explain the requirements of stationery control
2. Describe the process of procurement of stationery in the Government
3. Explain the different ways of economy in the use of paper in public offices.

II. Answer the following in about 15 lines each

1. Explain the importance of stationery control
2. Explain the process of indent

12.13 REFERENCE BOOKS

1. V.S.P. Rao and P.S. Narayana : Text Book of Office Management , Tata Mc Graw Hill, New Delhi, 1987.
2. S.P. Arora : Office Organisation and Management, Vikas Publishing House, New Delhi, 1982.
3. P.K. Ghosh : Office Management, Principles and Practice, Sultan Chand & Sons, New Delhi, 1990.

Writer: T. Yogendar

BLOCK III: HUMAN RESOURCES MANAGEMENT

Eight units (13 to 20) are included in this Block. While first four units (13 to 16) deal with the techniques of management, other four discuss about training and welfare of the staff and also about the impact of social system on office administration and the issues in Government Office Administration. The objectives of techniques of management are mainly elimination of inefficiency, optimum utilisation of human as well as material resources, work study and method study which is a technique of work study is concerned mainly with the improving of doing a work. The implication of this technique is that there can be a better way of doing anything. Another technique of management is work measurement and it is discussed in Unit-14. Some amount of time is required to do a unit of work. Work measurement is concerned with the determination of the amount of time required to perform a unit work. Eversince the dawn of organized type of man efforts are made to tighten his work by evolving methods to do the work without much stress. How to do the office work in the best possible manner with minimum effort and in a short time is the concern of everybody who is interested in quickness and promptness. Work simplification is concerned with the simplification of procedures and methods (unit-15). Management by objectives (unit-16) is another technique of management. It lays emphasis on establishment of objectives, identification of priority areas, participation of managers concerned and accountability of each manager. However it is another approach to the study of the problems of the management but certainly not a magic word that would remove all the ills of an organization. Trained manpower is an asset to the organization. It is not one time activity. It is essential for new recruits and in-service candidates to update their knowledge and to equip them with latest skills and techniques. Unit 17 deals with the objectives, varieties, methods etc., of training. Welfare of employees has been accepted as an integral part of personnel management. It helps to create a contended work force in the organization. Unit 18 discusses about various welfare measures with reference to India. The society is treated as a system and it has several sub-systems and Public Administration is one of such sub-systems. The Public Office as a part of administrative system is influenced by the social system. The understanding of the social dynamics helps to understand the structure and behaviour of the public office. Unit 19 throws light on this aspect. The last unit (unit-20) of this Block examines the constraints such as nature of public office, ambiguity in policy directions and administrative constraints so that one can have a proper understanding of these problems and attempts can be made to overcome them.

UNIT-13: WORK STUDY

Contents

13.0 Objectives
13.1 Introduction
13.2 Meaning
13.3 Method Study
13.4 Definition
13.5 The Need
13.6 Advantages
13.7 Essentials
13.8 Steps
- 13.8.1 Selection
- 13.8.2 Record
- 13.8.3 Examination
- 13.8.4 Procedure
- 13.8.5 Develop
- 13.8.6 Define
- 13.8.7 Install
- 13.8.8 Maintaining

13.9. Summing up
13.10 Answers to check your progress
13.11 Model Examination Questions
13.12 Reference Books

13.0 OBJECTIVES

The Objective of this unit is to introduce you to the work study technique which helps the in management to eliminate the inefficiency in administration. After a study of this technique you would be able to

- know the meaning and advantages of method study
- identify essentials and steps of method study and
- examine the procedure of method study:

13.1 INTRODUCTION

Work study is one of the most well known management techniques which aims at the elimination of inefficiency in administration. It ensures optimum utilisation of human as well as material resources. Writing on the importance of work study Jawaharlal Nehru said "work study" is almost a new idea, has now come to us in order to improve our administrative methods, to streamline them, and make them more efficient and effective". Lord Mountbatten, observed that "work study is a really effective... tool of management. It will pay dividends which are handsome, speedy, and beyond expectations".

13.2 MEANING

As already stated work study is a technique used to study human work in all its context with a view to improve efficiency and to effect economy in the organization. It is concerned to discover simpler, easier, more effective and economical ways of doing work. In other words, work study as a technique of management concerned to ensure the best possible use of resources in carrying out a specified activity.

13.3 METHOD STUDY

One of the techniques of work is a method study. It is concerned with improving the doing of a work. As a technique it aims at increasing efficiency and effectiveness of resources such as men, money and materials. It studies the methods applied in doing a work. The objective of such a study is to find out how the work is done; by doing the work in that way what are the problems and how to overcome them. Methods adopted to do a work may have been very old. They may not be in tune with the change in technology. In such cases the method study technique would suggest how to optimise performance by employing the modern work study methods in place of age old and out-dated methods. Use of computers, calculators, shall be stated in this connection as modern techniques of doing a work.

13.4 DEFINITION

The following are some of the definitions of Method study. According to British Standards Institutions, Method Study is "the systematic recording and critical examination of existing and proposed ways of doing work, as a means of developing and applying easier and more effective methods and reducing costs".

The Indian Standards Institution defined the Method Study as "the systematic analysis and improvement of work methods and systems through the application of innovatory techniques to achieve better utilisation of resources".

Method study has been defined by International Labour Organisation (ILO) as "the systematic recording, analysis and critical examination of the existing and proposed ways of doing work and the development and application of easier and more productive methods".

An analysis of the above definitions on Method Study would reveal that the method study is a systematic and analytical approach to the doing of work. Its objective is to develop easier and more productive methods in doing a work. The over all objective, however, is to increase efficiency.

13.5 THE NEED FOR METHOD STUDY

Method is a continuous process. It can be employed regularly at different intervals of time. What is a medicine to a patient is method study to an organisation. While its regular application is healthy for an organisation to improve its efficiency, its application becomes more necessary if the following are noticed in an organisation.

- Dissatisfaction among the clients/beneficiaries
- Increasing operation costs
- Low morale of the staff
- Lack of discipline among the employees visible through late comings, not available during the office hours etc.
- Non-adherence to time schedules
- High wastage
- Inconsistencies in quality

Check your progress Exercise No. 1

1. When does the application of method study become necessary in an organisation?

....

....

....

....

13.6 ADVANTAGES

Method study enables organisations to find out better ways of doing things. The advantages of method study include;

- Improvement in the methods of work
- Facilities finding alternate methods of doing the work
- Suggests how to use men, material and money to achieve better results, and
- Assures quality

13.7 ESSENTIALS

The following are some of the essential elements of method study:

(i) The desire for the implementation of method study should first come from the management of an organisation

(ii) It should find support from the personnel in the organisation

(iii) The personnel of the organisation should involve and extend full support to the method study team.

(iv) In order to go ahead with the implementation of the method study team.

(iv) In order to go ahead with the implementation of the method study, the study team should suggest those methods which can be implemented without much cost and resistance.

(v) Method study may create fears in the mind of employees about the future of their job. Such fears might arise due to suggestions in the reduction of staff. All such fears should be dispelled from the minds of the employees.

13.6 STEPS

According to I.L.O., there are seven steps in the method study. These include:

(i)	Select	: The work to be studied.
(ii)	Record	: All the relevant facts about the present method by direct observation.
(iii)	Examine	: Those facts critically and in ordered sequence. Using the techniques best suited to the purpose.
(iv)	Develop	: The most practical, economic and effective method.
(v)	Define	: The new method so that it can always be identified.
(vi)	Install	: That method as standard practice.
(vii)	Maintain	: That standard practice by regular routine checks.

13.8.1 Select

It is the responsibility of the management to select the problem to be studied. Ofcourse, the study analysis would assist the management in this respect. Only such problems should be selected which would yield better results. Some of the indications which would warrant a method study are poor use of materials, labour or machinery, capacity, unnecessary movements of materials, work fatigue etc.

13.8.2 Record

The next step in the method study is the recording of facts. Facts form the basis of the exercise, and these have to be recorded with accuracy. Facts may be recorded with the help of charts, diagrams and models.

13.8.3 Examination

A critical examination of the recorded facts forms the basis of the problem. The Secretariat Training School, Ministry of Home Affairs, Government of India in one of its publications on Work Study pointed out that "Critical Examination is a disciplined questioning technique, ... which helps in critically analysing the governing considerations of a specified activity under study, in a systematic, logical and objective manner".

According to R.M. Curru, the above process is carried out keeping in view the following points.

(a) Facts must be examined as they are, not as they appear to be, or should be, or said to be.

(b) Pre-conceieved ideas, which often colour the interpretation of facts, must not be allowed to creep in

(c) All the aspects of the problem must be approached with a challenging and sceptical attitude.

(d) Hasty judgements must be avoided.

(e) Now methods should not generally be considered until all the undesirable features of the existing method are weeded out.

(f) Detail must have persistent and close attention.

13.8.4 Procedure

The format evolved by the Secretariat Training School, Govt. of India, gives us as an idea of the procedure of the method study.

Examination Procedure of 'Method Study'

	Factual Data			Creative Thinking
Facts	Reasons		Alternative implication	Selection for Development
Purpose What is being achieved?	Way is it achieved?	What else can be achieved?	What are the advantages and disadvantages of each alternative?	What can be selected for development?
Means How is it achieved?	Why that way?	How else can it be achieved	What are the advantages and disadvantages of each alternative?	What can be selected for development?
Sequence When it is achieved?	Why then?	When else can it be achieved?	What are the advantages and disadvantages of each alternative	What can be selected for development?

Place Where it is achieved?	Why there?	Where else can it be achieved?	do	do
Person Who achieved it? achieve?	Why that person?	Who else can	do	do

13.8.5 Develop

The critical examination would suggest to the management various alternatives to the problem in hand, on the basis of the analysis most practical, economic and effective method has to be developed.

13.8.6 Define

In order to provide guidance to the key persons in the organization, the proposed plan has to be finalised and written. The purposes of such a process, according to the International Labour Organisation (ILO).

(a) Helps in improvisation of method for future reference.

(b) Useful to explain the new method to management, as well as shop floor workers.

(c) Aids in training and restraining operatives and can be used by them for reference until they are fully conversant with the new method.

(d) Constituted the basis on which time studies may be taken for setting standards.

13.8.7 Install

After the approval by the top management new method be installed or put into practice. Alternative arrangements have to be made for those who are likely to be displaced by the introduction of new methods. Installation will be initiated keeping in view the following stages. The installation process as worked out by the Secretariat Training School, Government of India is useful for our reference. The steps in this Include;

- Gain acceptance of the change by the supervisor.
- Gain acceptance of the change by the employees and their representatives.
- Gain approval of the middle management.
- Train the employees to switch over to the new methods.
- Maintain close contact with the progress of the work until satisfied that it is being done as intended.

13.8.8 Maintain

The new method adopted has to be maintained and workers should not be allowed to slip back into old methods. Continuation of the new method depends upon the interest and support of the top management. Periodic review of the results may be taken up to find out if the results are achieved as expected.

Check Your Progress - Exercise. 2

1. How many steps are there in method study? What are they?

2. What points should be kept in view while examining the recorded facts?

3. What are the steps in the installation of anew method?

13.9 SUMMING UP

Work study is almost a new idea. Its application to any work would eliminate inefficiency and waste. Its application is not seen very much in public office administration. To any organization, especially to public office, work study can earn public appreciation if it is taken seriously and implemented sincerely. Private organizations are ahead of public organisation in the application of this technique.

13.10 ANSWERS TO CHECK YOUR PROGRESS

Exercise. 1

1 See 13.5

Exercise. 2

1. See 13.8
2. See 13.8.3
3. See 13.8.7

13.11 MODEL EXAMINATION QUESTIONS

I Answer the following questions in about 30 Lines

1. Discuss the importance of work study in Public Office Administration.
2. Define Method Study and explain its essential elements.

II. Answer the following questions in about 5 lines

1. What is the procedure adopted to in method study?
2. Briefly mention various techniques of work study

13.12 REFERENCE BOOKS

1. B.C. Mathur (et.al) (eds) : Management in government, Publications Division, Government of India, New Delhi, 1979.

2. S.H. Goel : Modern Management Technique, Deep and Deep Publications, New Delhi, 1990.

3. Nalini Kanta Panda : Work Study in Administration, Allied Publishers, Bombay 1966.

4. ILO : Introduction to work study, Geneva, 1974.

Writer: P. Narasaiah

UNIT-14: WORK MEASUREMENT

Contents

14.0 Objectives
14.1 Introduction
14.2 Meaning
14.3 Advantages
14.4 Limitations
14.5 Procedure
14.6 Work Measurement Team
14.7 Techniques
14.8 Summing up
14.9 Answers to Check Your Progress
14.10 Model Examination Questions
14.11 Reference Books

14.0 OBJECTIVES

The main function of work measurement as a technique is to investigate the time taken to do a work, to reduce unnecessary wastage of time and to eliminate ineffective time. Work measurement is concerned with maximization of out-put in a working day. This is done after deducting time for the worker to take rest.

After reading this unit you would be able:

- to appreciate the need for work measurement,
- to know the techniques of work measurement, and
- to explain the limitations of work measurement

14.1 INTRODUCTION

The main concern of any organization is to improve its efficiency and to deliver the goods and services. For this purpose estimates are prepared, and targets are fixed. But, what is neglected is the human factor and its performance. Hence, the need for the measurement of work done by the individuals arises.

14.2 MEANING

Some amount of time is required to do a unit of work. Work measurement is concerned with the determination of the amount of time required to perform a unit of work. The time required to perform a unit of work is commonly required to as the 'allowed time'.

International Labour organization (ILO), defined work measurement in its publication on "Introduction to work study", as follows:

"W0rk measurement is the application of techniques designed to establish the time for a qualified worker to carry out a specified job at a defined level of performance".

The Secretariat Training School, Ministry of Home Affairs, Government of India in its Work Study Report defined work measurement as given below:

"Work measurement is the application of techniques designed establish the work context of a specified task by determining the time required for carrying it out at a defined standard of performance by qualified worker".

From the above definitions, it emerges that work measurement is a device for estimating the amount of time required to do a work assigned to a worker. Work measurement in the first place, locates the area where time is wasted or made ineffective. Thus, it reduces the time taken to perform a unit of work. Secondly, it fixes the time a unit of work requires. Thus, measurement has both positive and negative functions.

14.3 ADVANTAGES

The following are some of the advantages of work measurement.

Work measurement enables one to choose the best way of doing things. Generally many methods are employed to do a work. By investigating into the methods applied to perform a work, one gets to know which method is better. In case two or three methods are equally good or suitable, the one which takes less time for the completion is chosen.

Secondly, work measurement enables the managements to know whether their organizations are under-staffed or over-staffed. in case of organizations which are under-staffed, more staff may have to be recruited to achieve the objectives of the organizations. In case of over staffing, the organizations may have to resort to retrenchment.

The third advantage of work measurement is that it helps to plan for the completion of a task. Incompletion of a work may be due to non availability of men or material money or all the three. Work measurement would bring to light the stage of a work such as completion of a road, dam etc. and the reasons for slow work. Thus, it enables to plan for the acquisition of additional resources so that the work on hand can be completed in time.

Work measurement also helps to exercise effective control over the operations of the organization. As it would be known in advance as to how much time a piece of work takes to complete, if that work is delayed, it is easy to question why the work is not completed in time. Laying of a road or typing of letter may be taken as examples to appreciate this point.

Another advantage of this technique of management is that it enables the managements to identify the efficient workers. It is easy to categorise those who complete the work within the stipulated time as efficient and the others as late doers. This would work as an incentive to the efficient workers. At the same time those workers who lag behind try to follow the example of the efficient workers and try to improve their performance. Thus, a spirit of competition would set in.

Other advantages of the work measurement technique are that it would enable the managements to compare their performance with other organizations which are involved in the same type of work. It also denotes the areas where work is done slowly and why. Based on this knowledge further research may be taken up to better the performance.

It can be said, in short, that work measurement would enable the managements to perform the work in a better way and in a shorter time.

Check Your Progress - Exercise No. 1

1. What are the advantages of work measurement?

....

....

....

....

14.4 LIMITATIONS

Work measurement as a technique can easily be applied to works which are repetitive in nature. Typing, recording can be stated as examples of repetitive work. It is said that work measurement as those of the district collectors, secretaries to the Government as a technique cannot be applied to the work connected to the key administrative posts such as those of the district collectors, secretaries to the Government etc. It can not also be applied to those works whose results can not be predicted such as those of the police constables, defence personnal, soldiers, doctors etc. One can not determine the time a police constable takes to book a culprit, how much time a doctor takes to save the life of a patient.

14.5 PROCEDURE

Work measurement technique has to adopt, the following steps to study the time taken to complete a piece of work.

In the first place, the work that has to be studied has to be selected. In an organization several works would go on simultaneously. One can not take up all the works for a study to fix up the time limit.

The second step would be to record all the relevant facts concerned with the selected work. The information that has to be recorded must be about the nature of the work, the circumstances in which the work is done, the methods applied to do that work and also the relationship of that to others.

In the third step, the real work of the work measurement technique starts. At this stage a careful examination of the time taken to perform the selected work would take place. The same piece of work would be done a number of times to know the amount of time it takes, where time is wasted and where time can be saved. A critical examination may have to be made to eliminate unproductive time and to fixing the time for each piece of work to be done. While fixing up the stand and time for the performance of a work, time for the rest, contingencies etc. should be excluded.

Check Your Progress Exercise No. 2

1. What are the steps that are adopted to measure a work?

....

....

....

....

14.6 WORK MEASUREMENT TEAM

Work measurement is a practical job. It involves suggestions for improvement in the efficiency of an organization. The effectiveness of work measurement technique depends upon the team of persons who are entrusted with the job. Therefore the work measurement team should consist of the persons who are trained for the job, and who are inexperienced in the field. In addition to the training and experience, the persons of the team according to S.L. Goel, must posses " Common sense, imagination, patience, enthusiasm, tact and above all a pleasing personality".

In order to ensure cooperation, from the persons of the organisation where investigation for fixing up the time for a unit of work is going on, the work measurement team (WNT) should ensure their willing, participation, extension of help and above all friendly attitude towards the investigation. Any sort of fear in the minds of the workers should be dispelled. They should be told in clearer terms that the investigation would not lead to their retrenchment or reduction in their wages etc. The WMT should win their confidence and ensure their participation. Another point that should be kept in mind is that impracticable, hard to implement suggestions should not be made.

Check Your Progress Exercise. 3

1. What are the qualities of a member of work measurement team?

....
....
....
....

14.7 TECHNIQUES

According to ILO, the following are some of the scientific methods employed to study work measurement.

(a) Time Study
(b) Pre-determided Motion Time System (PMTS)
(c) Activity Sampling
(d) Analytical Estimating
(e) Synthesis

(a) Time Study: This technique observes the work while it is being done. It records the time taken for the completion of a job. It also observes, very carefully, various elements that make a work. The main objective of the time study is to determine as accurately as possible the time necessary to do a given job as a defined stand and of performance.

According to Larkin, the following are the basic steps in time study procedure.

(a) Survey of job content
(b) Plan
(c) Define Elements
(d) Measure
(e) Extend
(f) Collate Data
(g) Determine relaxation allowance
(h) Stakndardize time

(a) **Survey of job content** is the first step in the work study. Necessary data and conditions under which the work is done have to be obtained. All the times are not suitable for this study as they would influence the work and also the worker.

(b) The next step in the work study is **Planning** to ensure collection of information such as data of the study, name of the analysis etc. It also helps to identify the department where the work is commissioned, name of the operator of these works and also the time when the work started, the time taken to finish the work etc.

(c) **Defining of elements** is the next and most important aspect in time study. An element, according to British Standards Institution, is distinct part of a specified job-operation selected for convenience of observation, measurement and analysis.

Choice of Elements:

According to Larkin the following factors have to be considered in the choice of elements.

(1) Ease of recognition
(2) Separate evaluation of mannual activities from machine activities
(3) Separation of heavy work form light work for accurate evaluation of rating fatigue content

Tools for the Measurement of work is the next step in the work study. The equipments that are required to measure the work are,

(1) Stop watch
(2) A study board
(3) Pencils
(4) Time Study Forms
(5) Slide Rule
(6) Rulers, tapes, etc.

The operater can not work continuously throughout the day. He has to attend to his personal needs and he should also be allowed to take rest to recover from fatigue.

Activity Sampling is a sampling technique, It makes observation, over a period of time, of a group of facilities machines and processes of workers. Each observation records what happens at that instant. Thus, several observations would be made, recorded and the time taken by that activity would be worked out.

Synthesis builds up the time for a job at a defined level of performance by totalling the element time obtained from time studies:

Check Your Progress Exercise. 4

1. State the techniques employed to study work measurement

....
....
....
....

2. What are the basic steps in time study?

....
....
....
....

3. What are the tools required to measure the work?

....

....

....

....

14.8 SUMMING UP

Work measurement as a technique of management is concerned with the reduction in time taken to do a job. It aims at eliminating ineffective time. Above all, the main interest of work measurement is to make maximum utilisation of time to do a job. Any saving in time leads to the quick achievement of a task, saving of costs. However, this technique is yet to take roots in public office administration in India.

14.9 ANSWERS TO CHECK YOUR PROGRESS

Exercise No. 1

1. See 14.3

Exercise No. 2

1. See 14.5

Exercise No. 3

1. See 14.6

Exercise No. 4

1. See 14.7 paras 1 and 7
2. See 14.7 Para 7
3. See 14.7 para 3

14.10 MODEL EXAMINATION QUESTIONS

I Answer the following questions in about 30 lines each:

1. What are the advantages of work measurement?
2. Write a note on the work measurement team.
3. Write a note on the basic steps in time study procedure.

II Answer the following questions in about 15 lines each:

1. What do you understand by work measurement?
2. State the limitations of work measurement.
3. What do you understand by Time Study?

14.11 REFERENCE BOOKS

1. P.N. Reddy, H.R. Appannaiah : Office organisation and Management, Himalaya Publishing House, 1990.

2. S.H. Goel : Modern Management Techniques, Deep and Deep Publications, New Delhi, 1990.

3. B.C. Mathur et. al (eds) : Management in Government, Publications Division, Govt. of India, New Delhi, 1979.

Writer: P. Narasaiah

UNIT-15 WORK SIMPLIFICATION

Contents

15.0 Objectives
15.1 Introduction
15.2 Definition
15.3 Application
15.4 Steps
- 15.4.1 Selection of the work
- 15.4.2 Obtaining the Facts
- 15.4.3 Analysis of the Facts
- 15.4.4 Application of New Method

15.5 Charts
- 15.5.1 The Process Chart
- 15.5.2 Procedure Flow Chart
- 15.5.3 Movement Diagram

15.6 Summing up
15.7 Answers to Check Your Progress
15.8 Model Examination Questions
15.9 Reference Books

15.0 OBJECTIVES

Work simplification is concerned with the simplification of procedures and methods. In other words it means stream lining of paper work. After reading this unit you would be able to:

- appreciate the guidelines usually followed in work simplication, and
- steps that would help to simplify work etc.,

15.1 INTRODUCTION

Ever since the dawn of organized life of man, efforts are made to lighten his work by evolving methods to do the work without much stress. Several works are done in a public office. It may be the use of a typewriter, operation of a cyclostyling machine, calculator etc. It may be the filing of papers, recording of information received, mailing of information, use of forms etc. Different procedure and methods are used in a public office to do such things. A careful observation and patient study reeveals that many a time some of the methods used may be out-dated and procedures cumbersome. How to do the office work in the best possible manner with minimum effort and in a short time is the concern of everybody especially those in the field of office management.

Work simplification is concerned with the simplification of procedures and methods. In other words, it is also known as the streamlining of paper work. A lot of paper is used in public offices. It is observed that atleast 25% of the paper used in public offices can be saved if paper work is streamlined.

15.2 DEFINITION

George R, Terry and John J. Stallard in their book on 'Office management and Control' define work simplicaiton thus: "Office work simplification is commonsense organized to eliminate waste of material, equipment, time, energy and space in the performance of office work".

According to the U.S., Bureau of Budget, work simplification is a method of attacking the procedural problems of large organization by equipping first-line supervisors with the skill to analyse and improve procedures".

The above definitions would point out that every work can be done in a better why provided there is imagination, ability and 'will' to undertake research to improve thee methods of work. This calls for continuous evaluation of an organization and analysis of existing methods and procedures. There is always a better way to do a work.

However, work simplification does not mean 'speeding up alone. It necessarily means to increase the rate of work production so that results are achieved quickly. It calls for the elimination of unnecessary steps in a work and to improve it in the best way possible.

By way of illustration, let us take an example from a management training college where the work simplification led to saving of paper, time and quick decision-making. A Research Officer wanted permission from the Principal to take up a research project. He wrote a letter to the Principal in the following format.

From ABC	To The Principal

The Principal gave the necessary permission to the Research Officer on the same application.

To ABC	From The Principal

As will be clear from the above illustration, the Principal convered 'To' to 'from' to 'To' and asked research officer to go ahead with his proposal.

Thus simplified procedure saves paper, time of the principal to dictate the letter and that of the steno-typist to take down the letter. There would have been delay if the principal called for the steno dictated contents, got it typed, corrected it and asked the steno to type the final copy.

15.3 APPLICATION

It is difficult to say whether the work simplification techiniques can be applied to the totality of the office work or to any segment of office work such as procedures and methods. Some recent studies show that, simplification can be applied to the totality or to any segment of work such as an office system, procedure or method. It can also be applied to office forms, arrangements, layouts, use of office equipment and machines. The concern of the work simplification technique is to cut short delays, to save papers and make better use of time, energy and material. Thus, work simplification can be applied whereever there is unnecessary paper work, waste of time and energy.

The following are some of the guidelines that are usually followed in work simplification.

(1) Work simplification is not the concern of only top management or the supervisory staff. It is equally the concern of operative employee. More than the supervision the operative employee knows where the shoe pinches. Hence, enthusiasm and strong desire for improvement in work methods should be inculcated in the operating employees. They should be encouraged to participate in planning and improvement of work methods and procedures. To make employees' participation meaningful and effective, it is desirable to train them in the activities of the public office.

(2) A series of activities are adopted to achieve a goal. All those activities may not be productive. Justify each activity and eliminate all unnecessary ones. As far as possible, the productive activites should be maximised and the unnecesary ones minimised.

(3) Unnecessary copying of data is found in many offieces. Whereever possible such copying should be eliminated.

(4) In a public office papers move upwards and downwards. Whereever such movement of papers does not serve any purpose, it should be rationalized and eliminated.

Check Your Progress - Exercise. 1

1. What are the guidelines that are usually followed in work simplification?

....

....

....

....

15.4 STEPS

One would naturally ask the question as to how to go ahead with the simplification of office work. There are four steps which would help to simplify the office work. They are;

(a) Select the work to be simplified.
(b) Obtain all the facts about the selected one.
(c) Analyse the facts by questioning method and devise improvement.
(d) Lastly, apply new method to get better results.

Each of these four steps listed above are discussed in the following paragraphs.

15.4.1 Selection of the Work

The first step in office work simplification should start with the selection of the work to be simplified. An analysis of various works done in the office, time taken for its completion, general opinion of the clientele on that work should guide the selection of the work for study. Terry and Stallard list out the following five types of office work which are usually considered the best.

(i) Select the work that backs up everything before it and hold up everything that follows it;

(ii) Select the work that involves a considerable amount of rushing around, getting up, looking in file, checking a reference book, and sitting down.

(iii) Select the work that requires a long time to complete, with time extensions commonly requested.

(iv) Select the work that necessitates getting out and arranging special papers and facilities, followed by a relatively small amount of processing and then keeping back all the special papers and facilities, and,

(v) Identify the work being performed with much fuss by very busy people who upon investigation are found to be accomplishing very little.

15.4.2 Obtain the facts

The second step in work simplification is to obtain all the necessary facts about the selected work. It has to be found out how the selected work is currently being done. Details of present procedure may be obtained from records, job description charts, sample forms etc. For additional information members of the management may have to be approached. Actual simplification of the work would also enable to collect additional information. Charts such as process charts, procedure charts etc. are used in order to ascertain additional information.

15.4.3 Analysis of the facts

The third step begins with the analysis of the facts obtained, which is also known as 'questioning approach'. It challenges each detail of the work and the means adopted to do it. It reveals whether work is productive or unproductive, Whether the methods adopted to do that particular

work are simple or cumbersome etc. Suggestions to improve these weaknesses provides improvement and leads to work simplification. One's creativity and experience go a long way in simplifying the work.

Questioning approach is widely used to simplify work. Questions usually asked are:

1. What is done and why?
2. Where is it done and why?
3. Who is doing it and why?
4. How is it done, and why?

These quetions should be asked in a sequence. If the answer to the first question is unconvincing and unproductive, the rest of the questions need not be put. That particular activity can be elimininated. In additions to the above questions, any other questions also can be put, if they help to simplify the office work.

15.4.4 Application of New Method

The last step is the adoption of the new methods devised to simplify the office work. Application of the new methods should naturally find favour with the operating employee if he understands it thoroughly. Therefore, the purpose of the new method, the utility of its applicaion to the clientele and also to the employees should be clear. A convinced employee adopts the new methods more readily than the others. Examples can also be cited to the employees of other organizations where the same work is done with the help of the simplified procedure.

Check Your Progress - Exercise. 2

1. What are the steps in work simplification?

....

....
....
....

2. What types of office work are recommended by Terry and Stallard for study?

....
....
....
....

3. How to prepare an employee to accept and adopt the new method to simplify the office work?

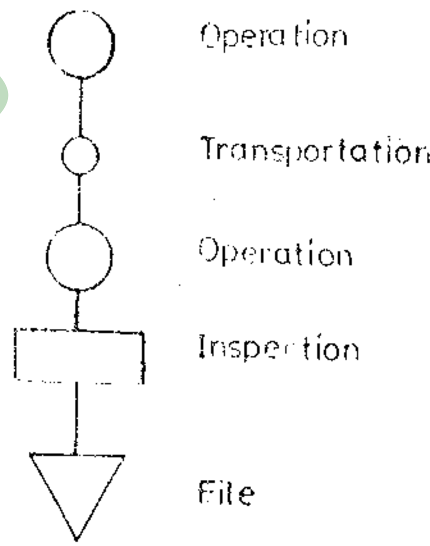
....
....
....
....

15.5 CHARTS

A reference is already made to the charts while discussing about collection of facts and the selection or work. These charts provide the facts for work simplification and assist in convincing others of the value of the new simplified means. Usually, more than one chart is used. We shall discuss briefly about them now.

15.5.1 The Process Chart

The process chart shows the successive steps in a work. These can be drawn for the entire procedure covering many departments. It may also be confined to a part of the procedure. The steps are indicated by brief statements and symbols. They are arranged vertically in a chronological order, with the first step on the top. Some of the symbols that are used include, a large circle, a small circle, a large square and an inverted triangle. The following diagram gives you an idea.



The above are some popular symbols. Each symbol represents an operation. A large circle represents an operation such as writing, posting etc. The small circle shows movement or transportation. A large square represents inspection or checking. An inverted triangle indicates storing filing or delaying.

15.5.2 Procedure flow Chart

This type of chart is used where multiple copy forms such as labels, receipts, packing slip, etc., are used. It depicts the distribution and subsequent steps for each form from physical inception to permanent storage or destruction.

15.5.3 Movement Diagram

It indicates the movement of papers and also employees. This shows motion through space. This is drawn on a scaled layout of the office floor plan. It enables to measure the movement and also to view it in relation to physical factors. This helps to spot out back tracking and location of bottlenecks. There may be waste of movements by employees due to defect in office layout. This would be indicated by employee movement chart. A rearrangement of office would eliminate waste andd save the employees from fatigue.

15.6 SUMMING UP

Most of the work done in public office and the procedures and methods applied on the family of a work can be simplified and satisfactory service can be delivered to the people people Mf. with the help of work simplification technique. However what is lacking is not the technique but the will of the management to give it a fair trial.

15.7 ANSWERS TO CHECK YOUR PROGRESS

Exercise No. 1	Exercise No. 2
1. See 15.3	1. See 15.4
	2. See 15.4.1

15.8 MODEL EXAMINATION QUESTIONS

(A) Answer the following questions in about 30 lines each

1. Write a note on the importance of work simplification
2. Explain the steps involved in work simplification
3. Explain about charts used in work simplification

(B) Answer the following questions in about 15 lines each

1. What do you understand by a process chart?
2. State, in brief the guidelines to be followed in work simplification?
3. What is a question approach?

15.9 REFERENCE BOOKS

1. G. Nadir : Work Simplification, Washington University, St. Louis, 1957.
2. S.H. Goel : Modern Management Techniques, Deep and Deep Publicaions, New Delhi, 1990.
3. P.N. Reddy, H.R. Appannaiah : Office Organisation and Management, Himalaya Pub lishing House, 1990.

Writer: P. Narasaiah

UNIT-16 MANAGEMENT BY OBJECTIVES (MBO)

Contents

16.0 Objectives
16.1 Introdduction
16.2 Definitions
16.3 Prerequisites
16.4 Non-Appreciation
16.5 MBO and Other Techniques
16.6 Features
16.7 Advantages
16.8 Problems
16.9 Basic Concepts and Methods
 16.9.1 Goal Clarity
 16.9.2 Role Clarity
 16.9.3 Periodic feed-back
 16.9.4 Participation
 16.9.5 Scope for Improvement
16.10 Corporate Objectives
 16.10.1 Purpose
 16.10.2 Strategic Objectives
 16.10.3 Long term and Short term Objectives
16.11 Who sets Objectives?
16.12 Manager Objectives
16.13 Implementation
16.14 Change Agents
16.15 MBO & Top Management
16.16 MBO and Government Administration
16.17 MBO in India
16.18 Summing up
16.19 Answerss to Check Your Progress
16.20 Model Examination Questions
16.21 Reference Books

16.0 OBJECTIVES

The Objective of this Unit is to introduce you to another technique of management; i.e. M.B.O. After reading this Unit you would be to:

- know the importance of M.B.O.
- understand the features that an organization should have to adopt MBO.
- explain the advantages and problems etc.

16.1 INTRODUCTION

The search for an instrument which could bring in organizational and managerial effectiveness has been there for a long time. The main concern of managements is how to increase the effectiveness of an orgaanization in order to get the best out of its resources such as money, men and materials. The quest for an appropriate approach for the solutions of management delimas led to the discovery of Management by Objectives (MBO). MBO is deemed as an approach which can offer a framework for dealing with many of the problems of organizations.

MBO began to attract the attention of the managers around the ony 30 years ago. It is hardly 15 years old in India. It is applied in many diverse fields such as business enterprises, government offices, educational institutions, hospitals, religious institutions etc. All over the world. According to Peter Drucker one of the prolific wriiters on management "it works and it is a tremendous improvement over what they had before". Others who wrote on this concept are George S. Odrorhi, and Jogn Humble.

16.2 DEFINIATIONS

The following are some of the definitions of MBO.

According to Drucker,

What the business enterpris needs is a principle of management that will give full scope to individual strength and responsibility, and at the same time give common direction of vision and effort, establish team work and harmonize the goals of the individual with the common weal. The only principle that can do this is management by objectives and self control".

This is a broad definition. However, the actual practice tended to emphasize specific aspects such as appraisal and motivation of the individual manager.

Odiorhi defined MBO as "a process whereby the superior and sub-ordinate managers of an organization jointly define its common goals, define each individual's major areas of responsibility in terms of the results expected of him and use these measures as guides for operating the unit and assessing the contribution of each of its members".

Humble defines MBO as "a dynamic system which seeks to integrate the company's need to clarify and achieve its profit and growth goals with the manager's need to contribute and develop himself".

Thus, MBO is considered as a top management planning and control approach. It gives an opportunity for participation of others in the organization.

According to B.L. Maheshwari, Management by Objectives is also denoted by the following terms:

1. Accountability Management
2. Action plan of Objectives
3. Goals Management
4. Improving Business Results
5. Improving Management performance
6. Managements by Objectives and results
7. Management by results
8. Performance Results and Individual Development Evaluation (PRIDE)

16.3 PREREQUISITES

The following are some of the Prerequisites of te MBO:

(1) MBO as an approach of management focusses on objectives or expected results.

(2) The thrust in MBO is on management

(3) Mere existence of objectives is not a sufficient condition for MBO

(4) The objectives should be the central focus in the management process

(5) MBO starts with the agreement on objectives and proceeds to the planning and resource allocation.

(6) MBO is concerned both with the setting of objectives and realisation by applying suitable management processes.

(7) In MBO, resources and processes (inputs) are geared to attain the objectives (outputs).

16.4 NON - APPRECIATION

Though MBO looks like a 'Pencillin injection' for the ills of managements it is not easy to implement. According to B.L. Maheshwari, the following are some of the reasons for this. In the first place, the full potential of MBO is often not realized because of lack of appreciation of its concepts, when applied to real-life situations. Secondly, the basic concepts of MBO are simple but they demand radical changes in the style and structure of management. Thirdly, when the managers begin to apply these concepts, with rigorous analysis, they tend to get disenchanted with the time consuming process. Fourthly, the sharp focus on accountability for specific result as highlighted through the MBO process is also not always comfortable for most of the managers. Lastly, the implementation of MBO takes time, expertise, effort, and commitment-ingredients usually not found in abundance in most of the organizations.

Check Yourr Progress - Exercise. 1

1. Why MBO as a technique of Management is difficult to implement?

....

....

....

....

16.5 MBO AND OTHER TECHNIQUES

The following are the major poins showing the relationship between MBO and other management techniques.

In the first place, MBO is an approach to management but not a technique. MBO as an approach is likely to affect every management practice in the organization, where as a technique can be applied in selected parts of the organization.

Secondly, MBO requires all otheer techniques of management. It is much more than any single technique.

Lastly, MBO is an integrating device. It is a joint application of a number of principles and techniques.

16.6 FEATURES

An organization which intends to have MBO approach should have the following features:

(1) At all levels objectives which are expressed as expected results should be established. They should be established at the corporate level, in all the units or departments and made clear to the individual managers.

(2) Priority area should be decided so that MBO ensure that priority areas receive the attention.

(3) Participation of managers concerned in objective setting and perforance reviews is another feature of MBO. It provides every manager to influence those decisions which have implications for his performance.

(4) Periodic review of performance is another feature of the MBO. Periodic review emphasize on the initiative, and active role by the manager who is responsible for achieving objectives. These reviews also throw light on the future corrective actions and planning.

(5) In case of conflict between the objectives and procedures, procedures must be changed in order to achieve the objectives. Delegation of powers, resources allocation depend upon the objectives.

(6) Roles of the managers should be defined keeping in view the objectives to be achieved.

(7) Multiple accountability is the hall mark of MBO. It fixes responsibility on each manager for achieving the agreed results. MBO establishes decentralized management. It does not add top management alone responsible for the results

Check Your Progress - Exercise. 2

1. What are the Features of MBO?

....
....
....
....

16.7 ADVANTAGES

MBO improves productivity and profits. It also improves management. According to B.L. Maheshwari, the following are some of the common benefits of MBO:

(1) It identifies problems of management including structure, strategies and practices.

(2) It focuses attention and effort on the priority areas

(3) Planning becomes more precise and useful

(4) It makes objectives explicit and directs work activity towards their achievement

(5) It provides clear standards on control and facilitates self control.

(6) It sharpens accountability for performance.

(7) It highlights interdependence within the organization and improves communicaiton and cooperation.

(8) It provides a vehicles for delegation of authority.

(9) It emphasizes development and utilisation of human resources.

(10) It stimulates organization change and provides a frame work, and guidelines for planned change enabling the top management to initiate plan, direct and control the direction and speed of change.

Check Your Progress - Ecercise. 3

1. What are the advantages of MBO?

....

....

....

....

16.8 PROBLEMS

The following are some of the common problems organizations which want to practice MBO would face.

On the first place, MBO requires a large amount of time of the senior managers. This should be kept in mind before deciding to go fot MBO approach.

Secondly, MBO demands rigorous analysis. This calls for both base data and the expertise for analysis.

Thirdly, MBO, calls for soul-searching, situation analysis and defining roles in terms of specific results. All these challenge the prevailing structures and styles.

Fourthly, MBO, demands a change in the old habits and also calls for a new thinking. But, old habits die hard. There is a likelihood of the employees and the management falling a prey to their old habits of doing things. Unless this is prevented MBO, does not yield the desired results.

Fifthly, MBO generates paper war.

Another problem of MBO arises from the practice of short tenures for key managers. Short tenures lead to instability and also slowing down of the process of MBO. Because new incumbents have to be educated about the MBO. It may also lead to the termination of process due to change in the attitute and behaviour of the key personnel.

Lastly, initial enthusiasm and vigour of the young and junior managers may lead to frustration and disenchantment, if MBO as an approach slows down due to unfavourable environment, or slow and cautions movement of top management.

Check Yourr Progress - Exercise. 4

1. Explain why short tenure is viewed as a problem of MBO?

....

....

....

....

16.9 BASIC CONCEPTS AND METHODS

The focal point of MBO is 'Objectives'. It emphasizes performance improvement as the goal. According to B.L. Maheshwari, the following are the five basic assumptions for improving the performance;

1. Goal clarity
2. Role clarity
3. Periodic feed back
4. Participation by managers in the management process
5. Giving opportunities to the people for improvement of their performance.

16.9.1 Goal Clarity

In order to improve performance, clarity in goal or objectives is essential. Instead of asking people to do their best, it is better to specify the objectives which lead to better performance. Clarity in objectives enables the management to employ its effort and resources in a fruitful way.

16.9.2 Role Clarity

Clarity of role, authority and also accountability would lead to improvement in performance. Once a manager is clear about his role, he can organize himself better to perform that role. He can also play an effective role if he is told about his contribution to the better performance of the organization. Another advantage of role clarity is that it ensures the cooperation among the staff and avoids areas of friction and tension. This becomes possible if the role of a manager vis-a-vis that of his sub-ordinates and peers is specified.

16.9.3 Periodic Feedback

Periodic feed back is the hall mark of MBO. Periodic review of performance leads to improved performance. Occasional reviews absence of reviews contribute little to the improvement of performance organization. Periodic raviews enables furture planning and also helps to take correstive to realize the objectives.

16.9.4 Participation

MBO emphasizes the participation of sub-ordinates in the process of setting objectives for them. The objectives of the job are set for a subordinate with his involement, and he is expected to commit himself to their achievement. Commitment motivates him, or enhances his motivation to achieve the objectives or enhances his motivation.

16.9.5 Scope for Improvement

That thre is scope for improvement in the performance of the efficient managers is even a statement of fact. There is no limit for better performance. The performance of an organization or a manager, according to Paul Mali, can be improved which bring about:

1. decreased time
2. decreased resources
3. increased quality and
4. increased quantity

Check Your Progress - Exercise. 4

....

....

....

....

....

16.10 CORPORATE OBJECTIVES

All organizations have objectives. But, they do not make them explicit. MBO recognizes the fact that organizations do have objectives and they try to achieve them. MBO establishes objectives of an organization and its manager and proceeds further to achieve them. Thus, the MBO process starts with the establishment of corporate or organizational goals.

According to B.L. Maheshwari, corporate objectives include the following which are interrelated:

1. Purpose of an organization
2. Strategic and long-range objectives
3. Short-term objectives

16.10.1 Purpose

The definition of purpose is a starting point of an organization. Though the purpose will not change in the short-run, it provides an opportunity to the top management to review the nature of its business and take appropriate measure for the continued success in the future. The definition of purpose involves choices between alternatives. The right choice may open vistas for growth and prosperity. B.L. Maheshwari maintains that the following question should be asked by any organization for its continued success. They are

1. What business are we in?
2. Should we still be in it?
3. What should our business be?
4. Why does this organization exist?
5. What will happen, if it is dissolved?
6. How do we compare with others in the industry?

The answers to these questions provide the organization with clues for strategic objectives such as diversification of business, special attention to certain areas etc.

16.10.2 Strategic Objectives

Definition of purpose leads to the formulation of stratagic, long range and short-range objectives of the organization. Strategy of an organization means making a choice among the alternatives available. If a manufacturing company wants to establish its own supplying agency, it shows the shift from its manufacturing to supplying.

16.10.3 Long-term and Short-term Objectives

Long-term objectives relate to a time period of three to five years or more, where as, the short-term objectives refer to short period ranging from a few months to one or two years. The difference is in time. However, the choice between long-term and short-term objectives depends upon the environment of an organization. If the environment is uncertain and changing rapidly it is not advisable to fixing long term objectives. In case of stable environment it is feasible to go in for long range objectives.

Check Your Progress - Exercise. 6

1. What do you understand by purpose of an organization?

....
....
....
....

2. What is the difference between long-term and short-term Objectives?

....
....
....
....

16.11 WHO SETS OBJECTIVES

Traditionally, objectives are set-up by the top management and they are given to the people down below the hierarchy for achievement. But, MBO emphasizes the need to involve those who are responsible for the achievement of objectives. This ensures a sense of participation in objective setting and enhance their level of participation in the achievement of results. As observed by Arthur C. Beck Jr; "over the years, one can observe an emerging consensus that the corporate and unit objectives are established by the groups of concerned managers at that level." This emphasizes the fact that the persons who are responsible for the achivement of objectives at a given level should also have an opportunity to participate in objective setting at that level.

16.12 MANAGER OBJECTIVES

Managers are an important resource for an organization. It is important to clarify their roles and establish their link with the objectives of the organization. This ensures the best contribution of every manager to the organization. MBO expects objectives for each manager from the Chief Executive down to a certain level in the managerial hierarchy. The level for which the managers should be selected depends upon the size and structure of the organization, the concept of a manager and the preference of the top management. A manager is one who relates his own work to the larger objectives of the organization. He has to make the best use of the resources placed under him. Naturally, he would have the discretion to use the oganization's resources which would contribute to the performance.

16.13 IMPLEMENTATION

The succes of MBO is related to the implementation strategies and styles. It is widely recognized that the failure of MBO is not due to inherent problems but due to its introduction in a particular organizatiion. The full value of MBO can be realized when it becomes part of the normal management process. Viewed from this point of view implementation of MBO comprises the following four stages.

(1) Preparation
(2) Initial Implementation
(3) Evaluation
(4) Institutionalisation

16.13.1 Preparation

Top management has to be prepared to implement MBO through participation in seminars, readings of literature on MBO. This helps in understanding the concepts and methods of MBO. It also offers the knowledge and insights of MBO.

16.13.2 Initial Implementation

Before a decision is taken to try MBO in an organization, the needs and problems should be diagonised. That helps to identify the strengths and weaknesses of the organization and enables the top management to explore the direction of change. If there is agreement among the top management team that MBO should be implemented, it should be launched upon.

16.13.3 Evaluation

MBO assumes that there is scope for further improvement in performance. This calls for periodic evaluation. Which helps to identify gaps between promise and performance. It also enables to ensure corrective action.

16.13.4 Institutionalization

Initially MBO introduced in an organization along with over existing systems of planning, control and motivation. Periodic evaluation facilitaties the process of institutionalization which means that the MBO is internationalized and ceases to be a parallel system.

Check Your Progress - Exercise. 7

1. What are the stages in the implementation of MBO?

16.14 CHANGE AGENTS

MBO like any other management approach needs the following three change-agents. They are

(1) The Chief Executive who sponsors the programme, supports it and leads it for success.

(2) The MBO adviser who is also known as internal change agent who helps the managers in the organization to accept and practice MBO.

(3) MBO consultant or external change-agent is an outsider but who brings with him expertise and provides the support to the top management.

16.15 MBO AND TOP MANAGEMENT'S ROLE

MBO or any management technique requires the support and commitment of top management. The launching of MBO depends upon the support of the Chief Executive. Because, as observed by Carroll, Stephen J.Jr. and Henry L. Tosi, Jr., "Initiotors of any new programme who are perceived by others to be of low status, low competence, untrust worthy or who are disliked because of past behaviour will have difficulty in gaining acceptance for their suggested programmes". Ultimately implementation and success of MBO depends upon the conviction of the top management about its worthwhileness.

16.16 MBO AND GOVERNMENT ADMINISTRATION

As is seen so far, MBO had its origins in the business organizations. But, in 1968 in Britain, the Fulton Committee recommended that MBO was appropriate for government administration and that it should be used as a major instrument of improving performance of government organizations. Soon different government agencies in Britain initiated introduction of MBO. Around the same time MBO was commenced in Canada, the U.S. and Ireland.

16.17 MBO IN INDIA

MBO was brought to India in the late sixties by the multinational companies. It was in 1969 that MBO first made a systematic entry through a seminar organised by the administrative Staff College of India. It organized a seminar on MBO. According to B.L. Maheshwari "during the last decade, te practice of MBO has grown in India. About 50 different organizations have had experience of MBO during this period".

In India MBO was first limited to business companies. In early 1972 the then Minister of Steel, Mines and Heavy Engineering in the Government or India, Mohan Kumaramangalam took interest in MBO. He sponsored a special seminar on MBO and personally took part in it for three full days. Others who attended the Seminar were the Secretary and the Joint Secretries in the department, a couple of other ministers, and 16 Chief Executives of the larger public sector

In 1974, the Government of Tamil Nadu initiated MBO in selected organizations such as Tamil Nadu Dairy Development Corporation, Department of Stationery and Printing etc. I n 1977 MBO entered the State of Gujarat. It was first introduced in the Office of the Commissioner of Industries and the Gujurat Industrial Development Corporation. Encouraged by the success kof MBO in these two organizations, the Gujarat Government decided to extend it to the Agriculture Department in 1979.

16.18 SUMMING UP

Many organizations which have implemented MBO have reaped benefits. At the same time in many organizations are averse to implementing MBO. However, it is to be noted that MBO is not a panacea for all the ills of an organization. It is not a magic wand that would remove all the ills of an organization. It is a systematic frame work which could be tried by the managements to obtain benefits. As put by B.L. Maheshwari, "it is a synthesis of the best in thinking and practice of management and provides a systematic framework within which managers can continue to maintain and improve the effectiveness of their organizations".

16.19 ANSWERS TO CHECK YOUR PROGRESS

Exercise. 1
A. 1 See 16.4

Exercise. 2
A. 1 See 16.6

Exercise. 3
A. 1 See 16.7

Exercise.4
A. 1 See 16.8

Exercise. 5
A. 1 See 16.9.5

Exercise. 6
A. 1 See 16.10.1

Exercise. 7
A. 1 See 16.13

16.20 MODEL EXAMINATION QUESTIONS

(I) Answer the following questions in about 30 lines each

1. Define and state the objectives of MBO and explain the reasons for the discovery of MBO.
2. Discuss in brief the basic concepts and methods of MBO.
3. Write a note on MBO in Government Organizations.

(II) Answer the following questions in about 5 lines each

1. State the relationship between MBO and other management techniques.
2. State the basic assumptions of MBO.
3. Discuss the role of top management in MBO.
4. Give the reasons for non appreciation of MBO.

16.21 REFERENCE BOOKS

1. S.H. Goel, : Modern Management Techniques, Deep and Deep Publications, New Delhi, 1990.
2. B.C. Mathur et.al (eds) : Management in Government, Publications Devision, Govt of India, New Delhi, 1979.
3. K. Muralimanohar et.al (eds) : Management Techniques, Kakatiya, School of Public Administration, Warangal, 1984. (In Telugu)

Writer: P. Narasaiah

UNIT-17 : TRAINING

Contents

17.0 Objectives
17.1 Introduction
17.2 Importance of Training
17.3 Definittion of Training
17.4 Objectives of Training
17.5 Types of Draining
17.6 Training methods
17.7 Steps in a Training programme
17.8 Deficiencies of the Training system in India
19.9 Summing up
19.10 Answers to Check Your Progress Exercises
19.11 Model Examination Questions
19.12 Reference Books

17.0 OBJECTIVES

After going through this unit you would be able to:

- explain the meaning and importance of training;
- describe the objectives and methods of training; and
- list out the deficiencies of training system in India.

17.1 INTRODUCTION

The success of the government cannot be seperated from the quality of its employees. Training is an important method of improving the quality of employees. In this unit we shall discuss the importance and meaning of training, objectives, types and methods of training and the limitations of the training system in India.

17.2 IMPORTANCE OF TRAINING

Thee need for the training of Civil Servants has been universally recognised. The logic is simple. To be able to do their jobs effectively the employees must have the necessary knowledge, skills and attitudes. They can acquire these qualities through systematic and planned learning which is implied in the term "training". There is hardly any job which does not require some training. Training gives the employees a new interest in their work and increases their capability for doing things. It also makes them aware of the importance of their work, gives them feeling of security, increases their morale and finally fits them for promotion to higher posts. Training should not be viewed in isolation, but as an integral part of personnel administration. It should be linked with the process of recruuitment and promotion.

The training of office employees is needed for the following reasons:

(1) An employee new to any job must receive some training in order to fit into the group and to perform his/her duties satisfactorily. If he is new to the organisation, he needs to know the rules and regulations and receive such other information pertaining to the organisation as the nature of business, its objectives, and its standards of operaton.

(2) An employee must be trained in the use of new procedures and methods. In some cases training may require only an improvement of the skills or the complete overhauling of the methods of work or the development of new skills and methods of work.

(3) An employee making more than a reasonable number of errors needs training for improvement.

(4) Employees who have the potential are to be given training in preparation for promotion to higher jobs.

17.3 DEFINITION OF TRAINING

Training can be defined in several ways. Its dictionary meaning is 'practical education in any profession, art or craft'. However, in Public Administration training means a "conscious effort made to improve or increase an employee's skill, powers or intelligence and to develop his attitudes and scheme of values in a desired direction". According to another definition, training is "a conscious and systematic effort to teach how human beings collectively apply the art of administration to specific functions in a given environment to achieve the best possible results in terms of both public objectives and individual self-fulfillment". It is defined in another way as a "systematic study of management of men, materials and human aspects of administration and certain aspects of public relations with a view to developing the capabilities of civil servants for more efficient discharge of current and future duties". The training includes "not ony formal instruction, oriented towards a specific job bus also education and work experience". A comprehensive definition of training is as follows: "Training is the continuous, systematic development, among all levels of employees of that knowledge and those skills and attitudes which contribute to their welfare and that of the company".

These definitions emphasize certain dimensions of training. Training is a continuous process. To be effective for the accomplishment of the desired results efficiently, training should be planned and systematic. Training may not be helpful if it is confined to a particular level cadre only. Finally, the utimate goal of training is to benfit the organisation as well as the employee. In essence, training is a continuous, planned and systematic process helpful to the proper functioning of the personnel.

Check Your Progress - Exercise. 1

1. What is training

....

....

....

....

2. Why Training is Necessary

....

....

....

....

17.4 OBJECTIVES OF TRAINING

Training should always have some definite objectives in view. Training may aim at making the employees perform their duties efficiently. The training may also be aimed at prepering the employee for higher jobs.

The objectives of office training may be listed as follows:

(1) Impart to the employee complete knowledge of the content of his job and its relationship with other jobs in the organisation.

(2) Update his knowledge of the operating policies, programmes andd procedures.

(3) Acquaint him/her with the best known methods for doing his job,

(4) Develop human resources in a broad sense,

(5) Help him to cultivate various skills like communication skills, management skills, human relations skills, etc., and,

(6) Help him to develop appropriate attitudes towards his job, superiors, subordinates, etc.,

17.5 TYPES OF TRAINING

There are several types of training. The most popular types of training include background training. on-the-job training, orientation and induction training, training in basic skills etc.

(1) Background Training: The officials need sufficient knowledge to be able to deal with not only the routine work but also any exceptional circumstances which may arise. Under this, the trainee should be acquainted with the organisation, its history and functions. The history of the organisation reveals its traditions which should be followed as long as they are relevant. Fruther, a thorough understanding of the work and problems of other departments will be made paossible through a systematic survey in the course of training.

The objectives of this training is to bring to the trainee an understanding of his environment. It should help him to understand the work of his section in relation to the other sections of his office. It should enable him to relate his work to that of other departments. Such knowledge would help him to work intelligently and make proper decision without extending his authority.

(2) On the Job Training: This is a very popular type of training, since most training is necessarily done "On-the-job". on-the-job training aims at giving the employee the necessary skills required for his job. It seeks to fill the gap between the actual ability of the employee and the required ability. The trainee has to gain detailed knowledge of his duties, responsibilities and powers. The trainee receives instruction from several sources and on several types of programmes. The trainers include (a) experienced employees, (b) the immediate superiors and (c) training specialists or a combination of all the three.

In the case of clerical work the trainee should be trained to perform clerical jobs in general, which is necessary because there is every possibility of introducing changes in the administration. Since on-the Job training has great practical value and the duty of giving this training may be delegated to a senior clerk. The new recruit is seated beside an experienced clerk who is expected to pass on his knowledge and experience to him.

In the case of a supervisor, on-the-job training aims at providing a detailed knowledge of each clerk's work and also of how to supervise it. The trainee is usually given an opportunity to criticise and question what he is told. If his criticism is found to be valid, the content is rectified. However, the trainee must be encouraged to carry out a review as is done by an O & M specialist.

(3) Orientation and Induction Training: The orientation training enables the new employee to acquire the knowledge of comprehensive practices and procedures of the office.

Generally, the orientation and induction training has the following objectitives:

(1) to acquaint the employee with the requirements of his new job:
(2) to acquiant him with the new surroundings and physical facilities/and
(3) to define the terms of employment.

Orientation training is given to a new employee immediately after his joining the office. This training includes information about the office rules and regulations, the policies and operations along with an outline of the history and achievements of the organisation. Such an orientation helps the employee to discharge his duties efficiently.

(4) Training in Basic Skills: This type of training is essential for employees who need special skills in discharging their duties. Training in basic skills is imparted to typists, mechanics, machine operators, accountants or other specialists whose work is becoming incresingly complex. It can be imparted outside the working hours as well.

Check Your Progress - Exercise. 2

1. What are the objectives of training

....
....
....
....

2. What is Background Training

....
....
....
....

3. What are the Objectives o Induction Training

....
....
....
....

17.6 TRAINING METHODS

There are many methods used in training the employees. Different situaions and various types of training require different methods. The most important methods of training include slide shows, demonstrations, conferences, talks, talks, visits, discussions and so on. The following are some important methods:

(i) The Conference Method: Under this method conferences are held where discussions will be conducted on select totics to train the employees. The discussions should be confined to the achievement of its purpose. There should not be any dry presentation of abstract meterial in the conferences. It should evoke the maximum thinking, participation and contribution of each member. The conference method requires much skill on the part of the discussion leader so as to inspire the members to new ideas and also induce the group to reach the conclusions based on the discussion in the conference. He helps all the members to contribute their ideas and views on the subject under discussion. He provokes thinking by asking thought-provoking questions, but he does not speak out his views. To make conferences effective and interesting, films, slides, film strips and other audio-visual aids can be made use of.

(ii) Talks: Talk or verbal instruction is another method of training. The trainees are informed of the organisation, its activities and policies through a lecture of talk. However a talk by itself does not ensure that the trainee has understood it or that he will remember it. A talk should, therefore, be followed by a discussion and or other programmes.

(iii) Visits: Visits serve two purposes. They create interest and provide knowledge of practical matters which help the trainee to perform his job properly. In addition, they provide the trainee with an opportunity to meet and talk to other members of the organisation on related matters, Which are useful when the trainees start discharging their duties.

(iv) Discussions: Discussion is more valuable than listening to a lecture. Such discussions should be led by a senior administrator who knows the subject throroughly. It should be confined to the points decided before hand. Vague discussions without coming to specific conclussions are of no use.

(v) Assigning of Tasks: Learning by doing involves the active exercise of one's mental faculties. This method is of particular value when the trainee is learning the work for which he is to be responsible. While studying a work, the trainee can be given a number of tasks, which will produce evidence of what he has learnt.

The methods which are briefly discussed above are not alternatives in any general sense. They may be combined and used together.

17.7 STEPS IN A TRAINING PROGRAMME

There are several steps in conducting an effective training programme. These include:

1. Identification of Training Need and Objectives: A training programme usually starts with the identification of the need and objectives of training. The training programme should be designed to meet the present and future needs of both the organisation and individual trainees. The programme should be oriented to the accomplishing of the ultimate objective of improvement in the overall efficiency of the organisation. Once the training needs are identified, its objectives should be specified clearly. The selection of the training objectives should be in accordance with the organisational objectives and should guide the training programme till the end. The training needs can be assessed through surveys which can be conducted through questionaire or interview schedules or a combination of the two methods.

2. Training Period: The realisation of training objectives to some extent depends on the training period. The length of training period should be decided depending on the trainee's learing capacity, skills to be acquired, and the training media used. For example, a simple training programme needs less than a week, while a course in accounting may be given for more than two weeks or so. Whether the training course will be conducted during office time or after office hours should be decided. Training activities which relate to the actual job and in which all employees should participate must be given during office hours. The employee development courses which are largely intended for the employee's benefit and in which participation is not obligatory may be conducted after working hours. Further at what hour of the day a training course is to be conducted can be determined on the basis of local conditions. To maintain interest and secure maximum accomplishment, a single session should not be longer than two hours.

3. The Content of Training Programme: The curriculam or content of the training programme should be determined on the basis of what the trainees should learn and learn it easily. The training curriculum should be designed to promote the operational skills and abilities, the understanding of the concept and knowledge of the tasks, and the environmental adjustability of the trainees. However, the focus of training content should vary according to the levels of employees. It is essential that a realistic and practical approach should be adopted in formulating the training content, taking into account the immediate and future organisational needs along with the changes in the wider context of society. Such an integrated approach helps in prescribing the content which is helpful in achieving the goals of training.

4. Course Material: Usually, a text book or some training manual can be used as a basis for instruction and as reference material. Training material should be written in clear, concise and simple language so that the employees who use it will understand it easily. Illustrations, models and exhibits of actual forms may be used freely.

Machines to be used for practical work must be obtained and arrangements made to use them during the training period. These and all other supplementary materials should be obtained well in advance and their working condition checked before use.

5. Instuctors: Much of the success of a trianing course depends upon the instructors chosen for it. They must have thorough knowledge of what is to be taught and must be adept at communication. Sometimes, instuctors from outside the organisation may be chosen. The extrenal instructors may be able to teach the employees how to operate their equipment better than any one in the office. When the objective of the training course is to develop a basic knowledge of the fundamental principles or attitudes, specialists in the field drawn form Universities and Instiutes and also consultants can profitably be used. Most training objectives require the development of practical operating knowledge and skills, and when this is so, the instructors must have extensive and practical knowledge of the office operations. From the job point of view the supervisory staff should be effective as instructors. Since much of their time is spent on instructing the employees in tackling problems they would have the required knowledge of the operations which form the content of the training course. However, theey should be given supplementary training in teaching methods to become effective instructors.

6. Supervision and Follow-up: During the course of a training programme, careful supervision will pay dividends which should be exercised over both the contents of the course and teaching methods. Periodic visits by the supervisor incharge of the training programme together with discussions with the instuctors are the best supervisory media. After a training course is completed the employees should be subject to further supervision in order to ascertain whether they have understood the instructions andd able to put into effect what they have learnt. Whenever an employee completes a taining course, the rating of his performance in the course should be entered in his service register/personal record.

7. Evaluating Results: Training courses and programmes must be evaluated for ascertaining which would be most useful to, and economical for the organisation.

The process of evaluating a course or programme of training starts with its initial plan and its objectives. The primary basis of evaluation is a record of the conditions before, during and after the training programme or course. A training programme can be evaluated on the basis of:

(1) Relative rate of production which requires a comparision of work per hour produced before andd after training.

(2) Relative effectivenes of operation which can be measured by the accuracy with which work is being done. The study of errors and complaints is also useful in evaluation.

(3) Improveent in moralee which can be measured by the degree of confidence which the employees show in themselves, their collegues and the office. Adequate training gives employees greater confidence and tends to make them more interested in their work then before. For measuring the morale of the employees, observation and interview methods can be used.

(4) Employees' reaction to the training programme is evidenced by their participation and their gains in knowledge and skills. In this regard a survey of employees' opinions is useful which can be obtained through simple questionnaires and checklists.

Check Your Progress - Exercise. 3

1. Explain the limitations of lecture as a method of trining

....
....
....
....

2. What should be the content of training programmes

....
....
....
....

3. Who is a good instructor

....
....
....
....

17.8 DEFICIENCIES OF THE TRAINING SYSTEM IN INDIA

The training system adopted in India, has not been developed enough to meet the fast expanding needs of administration. Some of the deficiancies are:

(1) **Insufficient Resources:** It has been pointed out that the Government has not been providing adequate funds tor the training programmes of its officials. The amount allotted to these programmes is too small to meet the expanding need of training.

(2) **Irrelevant to job:** It has also been pointed out that in several cases, the training programmes aare not linked to the work of the trainies. It frequently happens that persons trained for à particular work are being used for some other work.

(3) **Lack of Training Material:** The trainees are not provided with the required training material during the course of taining. As a result, they are unable to get the full benefit from such programmes.

(4) **Lack of Incentives:** At present in Government service, the in-service trained employees are not given any incentive by way of promotion, advance increments, etc. As a result the officials hardly evince any interest in training programmes and in applying the new skills which they have acquired. Further they do not seem to take training programme seriously which are not linked to their career development.

(5) **Emphasis on Theoty:** Generally, most of the training imparted to officials is of theortical nature which is not helpful in actual situations. Such a theory-oriented training hardly helps the officials in discharging their duties efficiently,

(6) **Lack of Involvement of the Staff in Designing the Taining Programmes:** Training programmes are designed by the Personnel Departments in the Government without involving the staff members or their associations.

(7) **Attitude of the top Management:** It is pointed out that in several organisations the top management do not evince keen interest in imparting training to the employees working under them. They underestimate the importance of training and consider it a waste of time and resources. As a result the training needs of lower levels are neglected.

17.9 SUMMING UP

The need for training is felt more strongly than in the past due to increasing specialization in the office administration and also due to changes such as mechanisation. Unless thee officials are equipped with the necessary skills and attitudes they cannot cope with the changing organisational and societal demands. Training is a crucial input in building an efficient cadre of personnel. Irrespective of their numbers all levels of officials should be given training to fit them into the new office environment. Since there are no training programmes for the clerical staff, training of the lower level employees should receive special priority. Efforts should be made to evolve a sound and well planned training programme for the clerical staff with the help of top management, training specialists training institutions, etc suited to their need and requirements. The existing facilites of training for higher officials should be enlarged, streamlined and made an integral part of their work. Above all, training-consciousness should be created among all the levels of personnel in the context of changing individual, organisational and societal needs.

17.10 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Exercise. 1

1. See 17.3
2. See 17.2

Exercise. 2

1. See 17.4
2. See 17.5
3. See 17.5

Exercise. 3

1. See 17.6
2. See 17.7
3. See 17.7

17.11 MODEL EXAMINATION QUESTIONS

I Answer the following questions in about 30 lines each

1. Explain various methods of training
2. What are the limitations of training programmes of Government of India.

II Answer the following questions in about 15 lines each

1. What are the objectives of training
2. What is the importance of training

17.12 REFERENCE BOOKS

1. B.C. Mathur, et.al (eds) : Management in Government, Publications Division, Govt. of India, New Delhi, 1979.
2. Government of Andhra Pradesh : Report of M.K. Rustomji and Associates on Administrative Reforms, Hyderabad, 1986.
3. V.S.P. Rao and P.S. Narayana : Text Book of Office Management, Tata Mc Graw Hill, New Delhi, 1987.

Writer: M. Bapuji.

UNIT-18 : STAFF WELFARE

Contents

18.0 Objectives
18.1 Introduction
18.2 Meaning of staff welfare
18.3 Significance of staff welfare
18.4 Some Important staff welfare measures
18.5 Some Important welfare schemes in A.P.
18.6 Limitations of staff welfare programmes in India
18.7 Summing up
18.8 Answers to Check Your Progress Exercises
18.9 Model Examination Questions
18.10 Reference Books

18.0 OBJECTIVES

After going through this unit you should be able to:

- explain the significance of staff welfare programmes;
- describe the important staff welfare measures; and
- describe the limitations of staff welfare programmes in India.

18.1 INTRODUCTION

Government represents the public interest of which employees interest also is a part. In a democracy government has an important obligation to look after the welfare needs of its employees. In this unit we shall be discussing the significance of staff welfare programmes, some important staff welfare measures and the limitations of staff welfare programmes in India.

18.2 MEANING OF STAFF WELFARE

Employee welfare is an essencial concern of the society in general and the oganisation in particular. The welfare of the employee is a part of the welfare of the organisation and society. It is the reesponsibility of the Government as an employer to see that the employees are given adequate opportunities for fuller development of their personalities. Such an policy helps the employees to achieve satisfaction and even happiness. It also helps the Government to achieve its goals and objectives by creating a contented work force.

Welfare is one of those commonly used terms which is easy to understand, but difficult to define. It is a dynamic concept which has different connotations depending mainly on the prevailing value systems and the general level of socio-economic development. The employee welfare has been defined as what makes life worth living for the employee. It is also defined as anything done for the comfort and intellectual and soccial well being of the employees over and above the wage paid. Some describe the staff welfare as an "attitude of mind", while others mearly catalogued the schemes and measures which should be implemented for achieving the staff welfare. Some also consider the staff welfare measures legally obligatory, while others emphasize the voluntary nature of these measures and refer to only such measures by the Government beyond what is required by law.

The Committee on Labour Welfare set up by the Government of India in 1969 listed as welfare measures such services, facilities and amenities like adequate number of canteens, rest and lunch rooms, recreational facilities, sanitory and medical facilities, arrangements for travel to and from the work spots and for the accommodation of workers employed at a distance from their houses and social security measures which contribute to an improvement in the conditions under which workers are employed. The International Labour Organisation observed that the workers welfare must mean such services, facilities and amenities as might be provided in or in the vicinity of the undertaking to enable the persons employed in them to perform their work in healthy and congenial surroundings and those conductive to high morale and good health.

18.3 SIGNIFICANCE OF STAFF WELFARE

It is recognised that the provision of welfare services to the employees is an important factor for increasing the efficiency and work output of the employees. Besides the problems in the context of work (such as security pay, safety, etc.) the employees face several personal problems like those concerning the health of the members of their families, education and future of their children, housing etc. They create a lot of anxiety and worry in the employees. These worries and tensions divert the attention of the employees and reduce their efficiency. The employees work well only when they are free from all sorts of worries andd tensions. Since they spend most of the time in the organisation, they have little time for attending to their personal problems. Hence, the Government should provide necessary services to satisfy the personal needs, aspirations and anxieties of the employees in order to relieve them from the worries and tensions. A satisfied and happy employee works more efficiently than a dissatisfied and unhappy employee. Further, if the Government generously implement welfare measures for the benefit of employees, it creates in them a sense of loyalty towards their organisation and leads to job satisfaction.

The utility of welfare measures for the benefit of public servants is recognised in several countries. The Governments provide a number of amentities and services to theirr employees to keep them in good state for increasing their efficiency. No Government can afford to neglect the problems of its employees that arise in and outside the work situation, because it leads to undesirable consequences including strikes etc. The concern for the welfare of the staff is also in tune with the notion of the welfare state which is the guiding principle of several Governments. Such a benevolent policy helps the government to attract capable and competent persons towards its service. It also prevents the employees from leaving the government service to join the private organisaions which provide more facilities to their employees. Thus, the provision of welfare measurees, helps the government in several ways to build an efficient work force.

Check Your Progress - Exercise.1

1. Explain the role of Government as a model employer

....
....
....
....

2. What is staff welfare

....

....

....

....

3. Explain the importance of staff welfare

....

....

....

....

18.4 SOME IMPORTANT WELFARE MEASURES

Some of the important welfare measures are:

(1) Housing facilities: Among all welfare measures housing deserves a special mention, since it is a basic human need. Perhaps, logically it tops the list of welfare measure. Adequate provision of it is a pre-condition for increased efficiency on the part of the employees. Each employee who is reasonably housed can be expected to make his maximum contribution to the effective functioning of his organisation. Generally, the government employees are providded with residential accommodation. The Government employees are provided with residential accommodation. The Government constucts as a welfare measure a large number residential quarters for their employees. In some cases certain categories of employees are even provided with rent free quarters. In India, the Railways, the Ministry of Defence and the Posts and Telegraphs Department have constructed residential quarters for their employees on a large scale, while the otheer departments provided residential quarters for their employees on a limited scale. According to the Third Pay Commission Report the total strength of the Central Government employees in 1970-71 (excluding Railways and P & T) was 6,51,619 and the number of quarters provided for them was 2,65,458. Thus not even thirty percent of the total number of employees were provided with quarters. Further, the Commision remarked that there was a striking imbalance in the provision of housing facilities to the employees. Residential quarters are generally provided to the employees working in big cities and towns while the employees working in small and medium towns and rural areas are not getting priority in housing. These employees face several hardships due to lack of proper accommodation.

(2) Medical facilities: Health is very important factor for human beings and employees are no exception to it. Employees can work only when they are in good health. Even the slightest indisposition tends to affect their work. Hence provision of medical facilities constitutes a very important welfare measure implemented by the Government for its employees. The Government initiates several schemes under which the employees are provided medical facilities like hospitals and dispensaries meant exclusively for them. Some important health schemes introduced for the employees of the Government of India are:

(1) Central Government Health Schemes (CGHS)

(2) Medical Reimbursement Scheme

(3) Railway Medical Scheme

The facilities provided under these schemes include free medical aid including outdoor treatment, supply of drugs, specialised treatment by whole time medical staff at hospitals and dispensaries. The Medical Reimbursement Scheme is extended to those employees who are not covered by other schemes and for whom no separate medical institutions and medical staff are maintained. Under this an employee has to incur expenditure initially on the purchase of medicines, examination and treatment of diseases, etc., by authorised Medical Officers and claim the reimbursement later. The amount of reimbursement depends upon the pay scale of the employees. The State Governments have also introduced several health schemes for their employees.

(3) **Canteen facilites :** Provision of canteens for the employees forms a part of the staff welfare. Good canteen facilities keep up the morale and efficiency of the employees. A canteen marked by cleanliness and decent facilities in which the employees can relax and refresh themselves, does have a positive effect on their working. Generally, the industrial establishments have a statutory obligation under the Factories Act to provide canteen facilities to their employees. The items in these canteens are sold at subsidised prices, the subsidy being paid form the fund of the Industry. But, the provision of canteen facilities to the employees of non-industrial establishments or general departments is made at the will of the employers.

(4) **Supply of Uniforms:** The Government supplies uniforms to certain categories of its staff. It helps in identifying the employees. Protective garmentss and other accessories are supplied for protection against bad weather to those who work out-doors.

In India, the Government supplies uniforms to most of Class IV employees and to some selected Class III employees like post men and line men in the Posts and Telegraphs Department and the Station Masters, the Guards, the Ticket Collectors, etc., of the Railways. Protective clothing such as water proofs and warm over-coats are also supplied.

(5) **Advances and Loans to Government Servants:** The Government sanctions loans and advances to its employees for various purposes like the purchase of house sites and construction of houses, purchase of vehicles, celebration of festivals and social ceremonies and so on. These loans and advances may be expended with or without interest. Advances granted towards festivals, marriages, natural calamities, etc., are given free of interest, while the loans provided for construction of houses, etc., carry interest. This provision of granting loans and advances is followed both the central Government and State Governments.

(6) **Co-operative Consumer Stores:** The consumer Co-operative stores provide essential articles at reasonable prices. In offices having a sizable number of employees, consumer stores are set up to supply consumer articles to the employees at reasonable prices. They are generally run on a co-operative basis by the employees themselves.

(7) **Co-operative Credit Societies:** In several offices co-operative credit societies are formed to cater to the financial needs of the employees. They extend loans to the employees for various purposes. They also promote the habit of thrift among the employees. Generally they are also run on cooperative lines.

(8) **Retirement Benefits:** There are mainly three schemes of retirement benefits for the government employees, namely, the pension scheme, the Provident Fund scheme and Death Gratuity.

(a) **Pension:** On the superannuation or retirement after attainment of the prescribed age, the Government employees are eligible for pension and gratuity. The grant of pension is covered by several principles. An employee is not eligible for pension unless he is a permanent servant of the government holding the substantivee post at the time of retirement. Further more, pension is not granted as a matter of routine course. The sanctioning authority has the power to reduce the amount of the pension, if the service of an employee is not satisfactory. Similarly, the good conduct of the pensioner in the future is a condition for the grant and continuance of the pension.

(9) **Staff Benefit Fund:** This is anotheer welfare measure for the public servants in India. The employees are provided with financial aid in unforeseen circumstances from the Staff Benefit Fund. Each employee has to voluntarily pay Rs. 10/- or more to this fund every month. The financial assistance is rendered to the employees when they are in distress due to sickness, natural calamities etc.

(10) **Incentives for Family Planning:** The Government is encouraging the employees to adopt family planning in accordance with its population policy. Accordingly, it sanctions increments to the employees who undergo sterlisation. The Government sanctions two increments to the employees who undergo the family planning operation after 1 or 2 children and only one increment to the employees who undergo operation after 3 children.

(11) **Recreational Facilities:** Recreation is very essential for the employees, since it requires the mental and physical faculties of the employees after going through the strain and stress of hard work in the office. It also fosters fraternity among the employees. Hence the government has to provide recreational facilities to the employees. Rest rooms should be provided in the offices for the employees to take rest during the recess period. It is also necessary to provide facilities for playing indoor and outdoor games, etc., for the recreation of employees during their leisure time. In India such recreational facilities are provided only in big offices and no such facilities are provided in smaller offices.

(12) **Sports and Cultural Activities:** There is a necessity to encourage games, sports, cultural and other such activities among the employees. These activities are essential for the physical as well a mental health of the employees. They help the employees to develop their personality and foster unity among them. Hence, the staff members are encouraged to form associations, clubs etc., for the promotion of sports and cultural activities. These associations and clubs arrange every year functions like cultural weeks, sports meets, drama competitions etc. at different levels to improve the talents of employees in different fields and also to provide recreation. The employees who earn distinctions in sports, games and cultural fields should be given rewards like quick promotions cash awards, advanced increments and so on.

Check Your Progress - Exercise. 2

1. What are the retirement benifits for government employees.

....

....

....

....

2. Explain the Importance of Housing Fecilities for Government Employees.

....

....

....

....

18.5 SOME IMPORTANT WELFARE SCHEMES IN AP.

Andhra Pradesh Government adopted a number of schemes for the welfare of its Employees. Some Important Schemes are:

UNIT - 19 : SOCIAL SYSTEM AND PUBLIC OFFICE ADMINISTRATION

Contents

19.0 Objectives
19.1 Introduction
19.2 Systems Approach: Basic Premises
19.3 Influence of Social Factors on Public Office
- 19.3.1 Formalism
- 19.3.2 Heterogeniety
- 19.3.3 Overlapping

19.4 Summing up
19.5 Answers to Check Your Exercises
19.6 Model Examination Questions
19.7 Reference Books

19.0 OBJECTIVES

After going through this unit you would be able to:

- explain the basic premises of system approach; and
- describe features of social factors influencing the working of public offices.

19.1 INTRODUCTION

In the earlier unit of this course the principles, methods and the processes of public office management are discussed. Aspects like forms design, records management, filing system, methods of correspondence, office lay-out, office correspondence, techniques of supervision, etc., are discussed. All these relate to the internal aspects of office administration. There are certain aspects which are regarded as external factors, influencing the work process in public offices. As you are aware, the public offices do not function in a vaccum. They are a part of the society. The administrative system is influenced by the environmental condition. In the lesson on ecological approach in the Second Year Course of Public Administration we have discussed the interaction between the administration and the society. In this unit, we shall discuss the influence of social factors on the working of public offices.

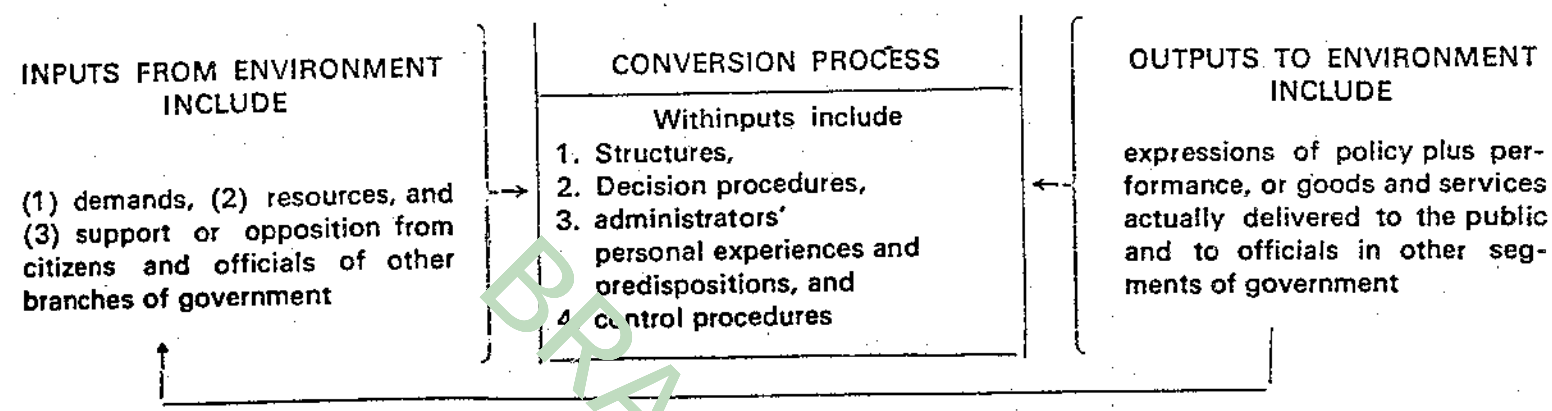
19.2 SYSTEM APPROACH: BASIC PREMISES

Webster defines a system as "a set or arrangement of things so related or connected as to form a unity or organic whole". A system implies that all te elements in it are interdependent and organically linked together. J.O. Shughnerry described a system as "a set of interdependent parts which together form a unitary whole that performs some function". A system is thus a unified whole having a number of interdenpendent parts or sub-systems and has identifiable boundaries that distinguish it from itts surrounding environment in which it is situated and with which it interacts.

The society is treated as a system. It consists of interdependent parts, of which administration is one. As a part of the society it is in constant interaction with other parts of the society. The administration is called a sub-system in the sense that it is a part of the bigger whole which at the same time having its own interdependant parts. The administration can also be called 'a system' because it consists of a group of parts or elements interacting to achieve a particular goal. Ira Sharkansky lists five aspects which form an administrative system. They are: (1) an environment that both stimulates administrators and receives the products of their work; (2) the inputs that carry stimuli form environment to administration; (3) the outputs that carry the results of administrative action to the environment; (4) a conversion process that transforms inputs into outputs; and (5) feedback that transmits the outputs of one period as they interact with the features of environment-back to the conversion process as the inputs at a later time. All these features interact with one another, and together, they form the administrative system as outlined in Figure 1.

FIGURE 1.

THE ADMINISTRATIVE SYSTEM



FEEDBACK : represents the influence that outputs have upon the environment in a way that shapes subsequent inputs

ENVIRONMENT : includes (1) clients, (2) costs of goods and services, and (3) members of the public and other government officials who support or oppose agencies, administrators, or programs

Check Your Progress - Exercise. 1

1. What is a System

....

....

....

....

2. What are the basic premises of systems approach

....

....

....

....

19.3 INFLUENCE OF SOCIAL FACTORS ON PUBLIC OFFICE

The public office as a part of administrative system is influenced by the social system. Fred W. Riggs made a pioneering study of different societies to understand the nature of society and its impact on its administrative system. He characterised the developing societies as prismatic societies-societies with mixed strucctures of prismatic societies like India are formalism, hetrogeniety and overlapping. Formalism refers to the gap between what is stated and what is practically done. Heterogeniety refers to the existence of diametrically opposite views, institutions and practices. 'Heterogeniety' leads to poly-normativism which refers to the existence of behaviour that is not governed by uniform norms. 'Overlapping' means duplication and respectiveness in the functions of the structures. Riggs characterised the administrative system of prismatic societies as Sala model which has the features of formalism, heterogeniety and overlapping. The organisational forms and procedures of public offices reflect these attributes. Some of these are:

19.3.1 Formalism

Discrepancy between the form and reality is a characteristic feature of our political, social and administrative systems. In administration this is a product of combination of insufficient administrative resources and qigh aspirations. Governments tend to prescribe procedures akin to those followed by the former colonial societies or those prescribed by foreign advisers. But such procedures may have little 'formalism'. It has implications for the citizens and the elite of the country. As pointed out by Sharkansky, "the formalism rewards those who learn the informal procedures of administration and frustrates those who rest personal aspirations on the public promises of the Government". Though the public office in India is organized on certain Weberian bureaucratic assumption like equality of treatment to all citizens, adherence to established rules and regulations etc., in actual practice they are not really followed. Public Offices tend to discriminate between people. in some cases rules are invoked to cover administrative lapses. Decisions are at times influenced by corruption in public offices. Bribes are offered for "expediting" a decision which is called "speed money". In some cases corruption is taken for granted and regarded a part of the system". Interestingly according to the observations of an analyst of Indian society "Indian people are able to tolerate the tyranny of Indian administration, because of its corruption only". Thus widespread corruption and thee personalised style of administration make the system of office procedures, office manuals, office supervision irrelevant to the actual functioning of public offices. Formalism has an implication for the students of organisatiions also. It means that we cannot understand the organisations if we confine our attention to their lables and descriptions of structures. Office procedures are different from office practices. Office manuals do not regulate the functions of the officers. We have to go beyond the formal structures to understand the working of public office.

19.3.2 Heterogeniety

Heterogeniety is another feature of the working of the public offices. We find in our country some public offices which are comparable to the Western in respect of standards of their operations. They follow modern methods of management and offer better service conditions to its staff than others. The offices of Air India, Banks, Insurance Corporations come under this categeory. We also have another category of public officec in rural areas come under this description. It is also a reflection of heterogeniety in the society, i.e., difference between thee urban and rural situations; and the gap between the rich and the poor. The Air India, Banks and Insurance agancies which mostly serve the elite of the society have sophisticated office structures. The Public offices in rural areas reflect their social environment. In addition to heterogeniety in form, there is heterogeniety in the behaviour of the administration. The administrators who are notorious for their authoritarian attitudes behave in a servile fashion in the pesence of their superiors. This is observable in the internal organisational behaviour and in their response to the external factors. The officers who are authoritarian in their relations with subordinates are also the ones who are totally submissive in their relations with their superiors. superiors. They combine both submissive and aggressive traits in their personality. This combine both submissive and aggressive traits in their personality. This combination of contradictory traits in one and the same personality results in heterogeniety in the behaviour of administrators. In their interactions with public also we find the play of this heterogeniety. The people with power, money and social status get a differential treatment in the public offices as compared to the treatment meted out to the common people.

19.3.3 Overlapping

We also observe duplication and repetition in the functions of public offices. Riggs called this phenomena overlapping. We find many agencies entrusted with the function of rural development. Every agency starts with the identify of the rural poor. In this we find duplication of efforts. This can be avoided through coordination of the functions of different agencies. There is also duplication in the work of different functionaries in public offices. The noting system in public offices is the best example of it. The Junior Assistant initiates the note. Senior Assistant repeats things already mentioned by the Junior Assistant and the Superintendent follows suit. This repetitiveness of functions in public office is also a reflection of atomised perception of the role of the individual. Every functionary perceives himself as an autonomous entity and repeats everything. Lack of coordination in public offices is also caused by this attitudinal behaviour. Every administrative units whether an office or a department or a ministry is a part of the administrative system. Lack of this awareness results in duplication and repetition of functions.

Check Your Progress - Exercise. 2

1. How formalism effects the working of public offices.

....

....

....

....

2. What are the features of a prismatic society

....

....

....

....

19.4 SUMMING UP

The working of the public office is influenced by the social environment. The causes for the malfunctioning of administrative units are traceable to the social system an understanding of which is helpful to the appreciation of the working of public offices.

19.5 ANSWERS TO CHECK YOUR PROGRESS - EXERCISES

I. Exercise. 1

1. See 19.2
2. See 19.2

Exercise. 2

1. See 19.3.1
2. See 19.3

19.6 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each

1. Define a system and discuss its basic premises
2. Examine the influence of social factors on public office administration

II. Answer the following in about15 lines each

1. How formalism affect the working of public offices
2. Briefly explain the features of prismatic society.

19.7 REFERENCE BOOKS

1. F.W. Riggs : Administration in Developing countries, The Theory of Primatic Society, Boston, Houghton Mifflin, 1964.
2. C. Northcote Parkinson, M.K. Rustomji, : Realities in Management, India Book House, Bombay, 1981.
3. P.N. Reddy, H.R. Appannaiah : Office Organisation and Management, Himalaya Publishing House, 1990.
4. Ram K. Vepa : Change and Challenge in Indian Administration, Manohar, New Delhi, 1978.

Writers: V.S. Prasad & I. Ramabrahmam.

UNIT-20 : OFFICE MANAGEMENT IN GOVERNMENT : SOME ISSUES

Contents

20.0 Objectives
20.1 Introduction
20.2 Application of Management Techniques
20.3 Problems in the Application of Management Techniques
20.3.1 Nature of Public Office
20.3.2 Ambiquity in Policy Direction
20.3.3 Administrative Constaints
20.4 Summing up
20.5 Answers to Check Your Progress Exercises
20.6 Model Examination Questions
20.7 Reference Books

20.0 OBJECTIVES

After going through this unit you would be able to:

- describe the position of application of management techniques in public offices; and
- explain the problems in the application of management techniques in public offices.

20.1 INTRODUCTION

Public Administration plays an important role in the development. Emphasising the increasing role of administration, D. Waldo characterised the modern State as an "Administrative State". Public office is an important part of public administration through which the goals of public organisations are accomplished. The efficient functioning of the public office helps in the realisation of the organizational goals. The management of the Public Office is acquiring added significance because of the complex nature of functions peerformed by public administration. There is a constant endeavour to improve the performance of the public office in order to meet the challenge of development. This aspect is of crucial importance to the developing countries of the Third World. The Third World countries require efficient management systems to make the best use of their limited resources. Good management, though not an answer to all the problems of developing societies, helps in bringing about efficient utilisation of their human and physical resources. The inventions made in the field of science and technology have given man many tools to control and shape his environment. Management shows how to use these tools for achieving his welfare.

In every fields of activity today we find efforts being made to apply management techniques. The techniques of management like work study, work simplification, management by objectives, etc., help to improve the economy and the efficiency of the public office. In this lesson we shall examine the attempts made to apply the modern management techniques in public offices and the problems thereof.

20.2 APPLICATION OF MANAGEMENT TECHNIQUES

Management as a science and as a process with an independent identity of its own is the product of the Industrial Revolution. In Western industrialised societies management techniques came to public organisations like the Government through the industry. In contrast, in Third World countries those were introduced by the colonial masters in Governmental Administration, with a view to improve their employees capabilities to serve them. In India attempts were made to introduce some management techniques in Governmental Administration during the British rule. These attempts were mainly made in Railways and Postal and Telecommunication Departments. The work study and work simplification methods were used to improve the working of these Departments. But they did not make much headway.

After independence many attempts were made to improve the working of administration. Many Committees and Commissions were appointed for administrative reforms . Immediately after independence A.D. Gorwala, Gopalaswamy Ayyanager, Paul H. Appelby submitted their reports on the reorganisation of Indian Administration. In 1952 a "Special Reorganisation Unit" was set up to improve the administrative efficiency. In 1954 based on the recommendation of the Paul H. Appleby the "Organisation and Methods" division was created at the Union level. At the State level also, many States have agencies with the specific responsibility of improving the efficiency of administration. The Divisions at the National and State levels conducted many studies on the efficiency of the application of work study, work simplification, forms design, work measurement, etc., and suggested methods for better use of these techniques.

In Government offices, mostly in Defence, Posts and Telegraphs, Railways, some management techniques have been adopted. In stores management the A B C technique is adopted. The quality control methods are applied in Defence production units. Forms design principles are applied in designing the forms. In Water and Irrigation Departments attempts are made to adopt PERT/CPM techniques. In Defence establishments operation research methods are used in decision making. Mathematical models are used for various activities of Oil and Natural Gas Commission (ONGC). Cost Benefit analysis was used for the evaluation of programmes. In Tamilnadu efforts were made to apply Drucker's principle of Management by Objectives to Secretariat Management. Attempts are also made to apply principles of office Layout and Record Maintenance in many public offices.

The foregoing discussion should not give the impression that the management techniques are widely used in public offices. From the point of view of the extent of use and their impact on the public office administration, these techniques still belong to the periphery of Indian Public Office System. Their application has been very limited. Even in Departments like Defence and Railways their application is limited to a few activities only. Management techniques have not percolated to rural administrative agencies. Public Offices in rural areas still operate on the basis of the rule of thumb methods. It may be useful for us now to examine the causes for this situation.

Check Your Progress - Exercise. 1

1. What is the Importance of Management Techniques

....

....

....

....

2. Why Organisation and Methods Division is Created.

. . . .

. . . .

. . . .

. . . .

20.3 PROBLEMS IN THE APPLICATION OF MANAGEMENT TECHNIQUES

Broadly, there are three categories of problems in the application of management techniques in Public Offices. These are: (A) The nature of the Public Office; B. Ambiguity in Policy directions and C. Administrative constraints.

20.3.1 Nature of Public Office

The features of Public Office in many respects are different from those of the private offices (see unit 1 of the first instalment of this course). Some of the distinct features of Public Offices like big size, fluid personnel composition, management under remote control, monopoly, subjection to extensive rules and regulations, pressure for uniformity, nature of functions like welfare, developmental aactivities create difficulties in applying modern management techniques.

Big organisations require detailed planning involving huge expenditure and thousands of personnel, for the application of new techniques. Though in the long run it may be more economical to apply these techniques, initially it requires heavy capital investment to extend them to all Public Offices. Conducting work study of all Public Offices and preparing the job description of all public functionaries constitute a gigantic task. In some cases the nature of the job also makes it difficult to apply work-study and work-measurement techniques. It is very difficult to measure all the elements of work of an Extension Officer who is engaged in popularising a new variety of agricultural seed or motivating the people to adopt family planning measures. The work of public functionaries, especially that of developmental functionaries, is very difficult to measure. The decision-making in a public agency is influenced by many known and unknown factors. The application of operation research techniques in analysing decisions in Pulic Offices is very difficult. The nature of the personnel working in Public Offices also makes the use of management techniques difficult. The private offices have a more stable personnel composition than Public Offices which facilitate the application of modern techniques. In Public Offices there will be frequent transfers and mobility of staff. The control over the staff in a Public Office is also not very effective which makes it difficult to introduce any innovation. The working of the employees in Pulbic Offices is conditioned by mechanical application of rules and regulations, rather than by a desire to innovate and improve. The monopolistic nature of Government activities also generates apathy on the part of the functionaries. Lack of competition stiffles the desire for the pursuit of excellence. For instance, there have been several public complaints about falling standards in the working of the public transport system where the State has the monopoly. If the monopoly is not combined with social purpose, the natural result is poor service. In the Third World countries with low levels of social and political consciouness, there is no sufficient pressure from below for improvement in the performance of Public Offices.

20.3.2 Ambiguity in Policy Directions

The first requirement in the application of any modern technique of management is the clarity of the purpose and role of the organisation. Public Offices are created for achieving specific objectives. The work of a Public Office can be organised and assessed only when the objectives are clear. In many cases the objectives of Public Offices are not clear and are stated in very general terms like pulbic welfare, improving the quality of life, eradication of poverty, etc. These general statements cannot help the administrator in designing an effective organisational structure. The objectives and the policy directions of Public Offices must be stated in specific terms, and should be suitable for operational design. Any ambiguity in the policy directions of the Public Offices makes the application of techniques like management by objectives, operations research, programme evaluation, etc., very difficult.

There is anotheer dimension to the policy direction in Public Offices. This is the divergance between the stated and the real policy directives of the public organisation. The stated objective of all public organisations is the public welfare. But in reality sometimes we notice the phenomena of creating public organisations like public corporations to meet political compulsions of the ruling party. In such a situation it will be unrealistic to expect efficiency in public organisations.

20.3.3 Administrative Constraints

Some of the administrative constraints are:

1. The knowledge of management techniques has not spread to different levels of officials in Government. Very few top functionaries are aware of the potentialities of these techniques. The staff are neither properly educated nor given sufficient training to implement the changes in the methods of work. The training of Civil Servants in India is not properly geared to meet the challenges of modern technology. Many Civil Servants have not even heard of concepts like operations research, management by objectives, critical path method, etc., Awareness is a pre-requisite for change. This is lacking in the functionaries of Public Offices.

2. The application of the techniques is also determined by the social context. The concepts of management developed in Western industrialised social context need to be modified to suit the traditional agrarian societies. The work habits and interpersonal relations of people working in organisations of traditional societies differs from those of industrialised societies. The management needs a higher level imagination and skills to adapt management techniques to specific situations.

3. There are many misconceptions among the Civil Servants about the use of management techniques. They are afraid that these techniques may result in retrenchment of employees and the blocking of future employment opportunities. Employees of many public sector agencies are agitating against the use of computers in their offices. The use of sophisticated equipment in public organisation may be necessary for the efficient functioning of the organisation. But is should not result in the displacement of human labour. This problem should be understood in the context of labour surplus Third World social situation. It is natural that in these countries, the employees will resist any change which adversely affect their employment potentialities. But there are certain techniques which help the employees to improve his efficiency by changing his methods of work. The employees and the employers must be made to realise that the application of management techniques does not mean the replacement of man by machine. It only means improvement in the work conditions of the employees by introducing changes in the working methods. The active and willing cooperation of the employees is necessary for the success of any such measure.

4. The general work environment of our Public Offices also is not conductive to the introduction of changes. The widespread corruption in the society and the corrupt officialdom strongly resist modern methods for fear of exposure. The application of the net-work analysis exposes

the delay in administration. Delay is the cause and means of corruption in Indian administration. The corrupt bureaucracy naturally opposes the application of net work techniques. The work-study and work-measurement helps in assessing the work done by the employees. The workshirkers in Public Offices would oppose it. The management by objectives exposes contradictions between the real and the stated objectives of public organisations. Cumulatively, the result is the antipathy of the majority of Civil Servants at both top and lower levels to the changes in the methods of work in public offices. There is also a general cynicism in the bureaucracy about reforms in administration. Cynicism results in the acceptance of the status quo.

Check Your Progress - Exercise. 2

1. How Public Office is different from private office.

....
....
....
....

2. What are the administrative constraints in the application of management techniques in public offices.

....
....
....
....

20.4 SUMMING UP

The working of the Public Office has an impact on the lives of the people. It is realised that the modern management techniques can improve the efficiency of public organisations. But there are many structural and behavioural constraints in bringing about changes in the methods of work. A few of these constraints relate to internal structure and many of them are a part of our social system. Proper understanding of these problems help us to overcome them.

20.5 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Exercise. 1

1. See 20.1
2. See 20.2

Exercise. 2

1. See 20.1
2. See 20.2

20.6 MODEL EXAMINATION QUESTIONS

I. Answer the following in about 30 lines each

1. What are the problems in the application of management techniques in public offices
2. How management techniques help in increasing efficiency in public office

II. Answer the following in about 15 lines each

1. "Management techniques evolved in Western societies may not fit into the third world setting" comment.
2. How ambiquity in policy direction effects office working

20.7 REFERENCE BOOKS

1. K. Muralimanohar et.al (eds) : Management Techniques, Kakatiya School of Public Administration, Warangal, 1984. (In Telugu) Work Study, Management Techniques in Government.
2. Government of Andhra Pradesh: Report of M.K. Rustomji and Associates on Administra tive Reforms, Hyderabad, 1986.
3. S.H. Goel : Modern Management Techniques, Deep and Deep Publications, New Delhi, 1990.
4. C. Northcote Parkinson, M.K. Rustomji : Realities in Management, India Book House, Bombay, 1981.

Writers: V.S. Prasad and I. Ramabrahmam

BLOCK IV: CASE STUDIES

Case study is a method of exploring and analysing the life of a social unit. It is a form of qualitative analysis involving a very careful and complete observation of a situation. In the two units (units - 21&22) two cases are presented - one on Reorganization another on Forms Design - to show how some of the principles of Public Office Administration are applied to a real situation. Inordinate delay, unhelpful attitute, nepotism, corruption, inefficiency are some of the many ills bringing disrepute to public offices. Ahmednagar collectorate was no exception to this phenomen on before its reorganization. Case Study-I explains how the whole reorganization took place. Case study - II deals with the designing of Ration Card. It examines the relationship and gaps between the theory and practice of forms design.

UNIT-21 : CAST STUDY - 1 : OFFICE REORGANISATION

Contents

21.0 Objectives
21.1 Introduction
21.2 Meaning and Importance of case study
21.3 Background of the case
21.4 Reorganisation of Ahmednagar collectorate
- 21.4.1 Serving the Public
- 21.4.2 Introduction of counter system
- 21.4.3 Educating the public and staff
- 21.4.5 Accessibility of documents to the staff
- 21.4.6 Desk Manuals
- 21.4.7 Transformation of the Record Room
- 21.4.8 Physical conditions of work

21.5 Training of staff
21.6 Role of the state government
21.7 Summing up
21.8 Answers to Check Your Progress
21.9 Model Examination Questions
21.10 Reference Books

21.0 OBJECTIVES

After going through this unit you would be able to:

- explain the significence of case studies, and
- describe the features of Ahmednagar collectorate reorganisation

21.1 INTRODUCTION

This case study is intended to show how some of the principles of public office organisation are applied in real situation. The experience of reorganisation of Ahmednagar collectorate is selected for the case study.

21.2 MEANING AND IMPORTANCE OF CASE STUDY

The case study is a method of exploring and analysing the life of a social unit be that a person, a family, institution, culture, group or even entire community. Its aim is to know precisely the factors responsible and the causes for the complex behavioural patterns of a unit and the place of the unit in its surrounding social milieu. Goode and Hatt described the case study method as "a way of organising social data so as to present the unitary character of the social object to be studied". According to an eminent Chinese Social Scientist the "case study method may be defined as a small, inclusive and intensive study of an individual in which the investigator brings to bear all his skills and methods, or as a systematic gathering of enongh information about a person to permit one to understand how he or she functions as a unit of society. In short the case study method can be defined as a form of qualitative analysis involving a very careful and complete observation of a person, a situation, a process or an institution.

21.3 THE BACKGROUND OF THE CASE

With the advent of independence the common man expected that there would be a change in the attitude of the administrative set-up mostly inherited from the colonial government. But that expectation was not fulfilled, since our administrative system continued to be conditioned by the colonial culture. A good number of citizens do not have any pleasant experience of the functioning of the existing government machinery. To a large number of people spread over the country the VLW, Tahsildar, BDO, the RDO, the Collector as well as the Ministers are only wielders of authority. Inordinate delay, unhelpful attitude of bureaucrats, nepotism, corruption, inefficiency, lack of information on procedures are only some of the many ills bringing disrepute to public offices. The image of our public organisation is a negative one. By and large the general public has become indifferent, and cynical towards the public offices and some feel that the administrative organisations have alienated themselves form the public for whom they are created. Some use pulls, pressures, money etc., for getting things done. Go to Road Transport Office you are surrounded by a half dozen 'middlemen' (Pyraveekars) who offer their services for getting your job done; but we find an inscribed Board hanging somewhere not to approach them. If you approach the people concerned their replies are vague, sometimes bordering even on callousness. Thus you are finally driven to a Pyraveekar. A feeling of helplessness is generally found among people primarily because of the failure of our administrative machinery to adapt itself to our needs and demands.

The above mentioned observations apply to most of the Public Offices and the Ahmednagar Collectorate was no exception to this at one time. An attempt was made to create a different environmeent in Ahmednagar Collectorate. The credit for this mostly goes to the young IAS officer who as the District Collector of Ahmednagar was mainly instrumental in bringing about the desirable changes. It was an experiment, popularly known as "Lakhina" experiment, named after Mr. Anil Kumar Lakhina, IAS.

Check Your Progress - Exercise. 1

1. What is case study

....
....
....
....

2. What is the importance of case study

....
....
....
....

21.4 REORGANISATION OF AHMEDNAGAR COLLECTORATE

The re-organisation of the Ahmednagar Collectorate centres around four aspects. They are:

(a) Methods of regulating the points of contact between Public and Officials;
(b) Attempts at simplification of work procedures;

(c) Steps taken to improve the conditions of work in offices; and
(d) Efforts at increasing the eficiency.

The important areas of reorganisation are discussed below.

21.4.1 Serving the Public

The Collectorate is the nerve centre of District administration. Naturally, it has to deal with a large number of people in different capacities and for different purposes. It is essential that members of the public are not required to waste their time wheen they visit the Collectorate. And it is equally essential that employees are able to concentrate on their work and use their time purposefully. This is possible only if time is allotted to various activities according to their relative importance. Visitors are, Classified according to the nature of their work.

Classification of work

Category	Nature of Work	Visitors
I.	Matters of general interests and progress of various schemes	- MLAs, MPs, MLCs and - political Leaders.
II.	Settlement of bills, issue of purchase orders for various supplies	- Businessmen, Traders - and Contractors.
III.	Individual cases pertaining to land records, permits, licences, etc.	- General Public

Matters falling under category I are of the greatest importance and a separate register is maintained in respect of the visitors belonging to this category. This ensures that the Collectorate does not loose sight of important matters and that it is well attuned to the reactions of the important representatives of people.

Visitors under Category II are mostly businessmen and contractors who visit the Collectorate to expedite the settlement of their bills. The progress of this work is reviewed every week. Much, however remains to be done in this respect.

Visitors falling under Category III may not be individually important but collectively they are most important because ultimately the Collectorate's performance is to be measured in terms of its services to the general public.

21.4.2 Introduction of the Counter System

This system was introduced with a view to expoditing the disposal of applications. Every applicant is issued a token which is to be returned when a licence/permit is issued., as the case may be. This is in essence the system adopted by Banks for the encashing of cheques. This system for the disposal of applications is still in its infancy as it is a complex matter. But it has certainly injected a sense of urgency in to the working of the Collectorate.

21.4.3 Educating the Public and the Staff

Government administration is inevitabley regulated by a set of complex rules, regulations and Acts. The need to simplify the procedures cannot be overemphasised.. It is also necessary to explain them to all concerned in a simple way. The Collectorate has accordingly issued a number of booklets on different topics such as the granting of licences, permit, and benefits available under various schemes.

21.4.4 Notice Boards and Index Cards

Notice boards are generally unnoticed and unnoticeable. They are now neatly aand consciceously displayed at Ahmednagar Collectorate. An index card is maintained for every village giving basic information about the village. This data bank is found to be greatly useful.

21.4.5 Accessibility of Documents to the Staff

Disposal of work is often delayed owing to non-availability of relevant papers. The Ahmednagar Collectorate has now effeectively reintroduced the old six bundle system. The six bundles are (i) papers pending disposal; (ii) Papers awaiting Attention; (iii) Periodical Registers; (iv) Standing Order Files; (v) Papers to go to Record; (vi) Papers meant for destruction.

21.4.6 Desk Manuals

Desk Manuals have been perpared which are found to be useful in various ways. First, the preparation of the manuals themselves offers an opportunity for a critical review of current practices. It is thus possible to simplify the procedures. Secondly the staff of different departments can be interchanged without much difficulty. Even a leave reservist can manage the work, when necessary.

21.4.7 Transformation of the Record Room

The Record Room is the information centre of any office. But it is generally the most neglected section of any office. Very often it is in a chaotic condition. The Ahmednagar Collectorate has created order out of chaos. The record room is now splendidly organized. Unnecessary records have been weeded out. It is now possible to locate and file within a few minutes. The Records Room has now the appearance of a meticulously organized library. Flower pots at the entrance make it all the more pleasing.

21.4.8 Physical conditions of work

Physical conditions of work have a definitee impact on the morale of workers and the pace of work. Using modern technique of work study, the Collectorate has been reorganized. Practically every important aspect such as ventilation, illumination, cleanlines, sanitary facilities, provision of suitable furniture has received careful attention. Clerks sit in a straight row, each facing the back of the person sitting in front of him. Their placement is according to the sequence of work so that papers move in a straight line. The tables are painted cream and provided with a parrot green coloured rexin top. The supervisory staff is provided with separate cabins having large-sized glass windows so as to facilitate supervision. Visitors have been provided with special reception enclosures so that the staff can work undisturbed while the visitors feel comfortable.

One interesting innovation deserves special mention. Dustors have been provided to the staff so that everyone can clean his own table. This is apparently a small matter but it can be said without hesitation that in an office where employees clean their own tables the morale is exceptionally high.

21.5 TRAINING OF STAFF

When planning for life, teach men', says the ancient proverb but training is sadly neglected in District administration. The Ahmednagar Collectorate has tackled this question with vision and determination. A lecture hall has been improvised. Suitable courses have been disigned for different categories such as resident Naib Tahsildars, clerks doing different types of work like revenue, accounts, and for magisterial matter. A novel feature is that senior clerks teach junior clerks. Study material in the form of booklets had been provided. Each new recruit is required to undergo a two-day induction course. It is noteworthy that all these activities have been initiated without recruiting any training staff.

21.6 ROLE OF THE STATE GOVERNMENT

Anotheer unique feature of this experiment is that it was not initiated by the State Government. The Collectorate has conceived the plan and impleented it on its own. But very innovation involves atleast some marginal deviation form rules and procedure. The State Government has viewed such deviations in the proper spirit and thus blessed this experiment. The Government can legitimately take pride on these achievements as this experiment can legitimately take pride on these achievements as this experiment has evoked widespread interest throughout India. And the State Government has rightly extended the experiment to six other districts.

Check Your Progress - Exercise. 2

1. What are the aspects of reorganisation of Ahmednagar Collectorate

....
....
....
....

2. Describe te Classification of Work of Ahmednagar Collectorate

....
....
....
....

3. What is the Role of Record Room

....
....
....
....

21.7 SUMMING UP

The case study of the reorganisation of Ahmednagar Collectorate shows the application of some office management principles like office lay-out, record maintenance, filling system, office services etc. All those changes were made without incurring much financial commitment. The changes were made possible mainly because of the administrative leadership provided by the District Collector. The case study shows that the leadership in an organisation plays a crucial role in the organisational change. The study also shows that the leadership can achieve this only with the active involvement of the staff supported by higher levels of administration.

21.8 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Exercise-1

1. See 21.2
2. See 21.2

Exercise-2

1. See 21.4
2. See 21.4.1
3. See 21.4.7

21.9 MODEL EXAMINATION QUESTIONS

I. Answer the following questions in about 30 lines each

1. Describe the areas of reorganisation of Ahmednagar Collectorate
2. What type of problems people are facing in Public Offices.

II. Answer the following questions in about 15 lines each

1. Explain the meaning and importance of case study
2. Describe the classification of office work adopted in Ahemednagar collectorate.

21.10 REFERENCE BOOKS

1. Government of Andhra Pradesh, : Report of M.K. Rustomji and Associates on Administrative Reforms, Hyderabad, 1986.
2. P.V. Young : Scientific Social Surveys and Research, Printice Hall of India, New Delhi, 1981.
3. B.A.V. Sharma, el.al (eds) : Research Methods in Social Sciences, Steriling Publishers, New Delhi, 1983.

Writer: V.S. Prasad

UNIT - 22 : CASE STUDY - 11 : FORMS DESIGN

Contents

22.0 Objectives
22.1 Introduction
22.2 Importance of Forms Design
22.3 The criteria for the examination of a form
22.4 Ration card application form
22.5 Analysis of the Ration Card application form
22.6 Summing up
22.7 Answers to Check Your Progress Exercises
22.8 Model Examination Questions
22.9 Reference Books

22.0 OBJECTIVES

After going through this unit you should be able to:

- explain the criteria for the examination of the forms design; and
- analyses the limitations of the ration card application form (appended to this unit)

22.1 INTRODUCTION

In the second case study we shall analyse a form prescribed by the Government of Andhra Pradesh for obtaining a ration card in twin-cities in 1985. Unit No. 7 Hyderabad of this course it may be recalled, discusses Forms management and Control. Let us reecapitulate some of the essential steps in forms preparation, design, control, and standardization.

22.2 IMPORTANCE OF FORMS DESIGN

Public Offices use a large variety of forms. In our daily life we use a form for reserrvation of a railway berth, sending a money order, joining a club or a library, enrolling as an unemployee, or applying for a job. We find quite a few oddities in the designing of these forms. There are forms which seek more information than is necessary and some others which fail to seek the required information. Simplification of forms saves time and also reduces the need for hasty action, minimises the scope for mistakes and omissions, thereby facilitating quick disposal of work. The use of forms is an integral part of office procedure and hence determines the speed and efficiency of work in pubic office. Forms once regarded as the best may require changes. Thus it is necessary to review forms continuously. The following are some of the essential features of a form;

(a) Simplicity
(b) Easy Interpretation of Various Entries
(c) No scope for error or ambiguity
(d) Minimum cost for processing
(e) Pleasing in appearance
(f) Capable of eliciting Pointed and precise answers

(g) Capable of obtaining only relevant information
(h) Neither too lengthy nor too short

22.3 THE CRITERIA FOR THE EXAMINATION OF FORMS

The forms should be examined so as to know;

(i) Whether the title and arrangement are in proper order;
(ii) Whether there are any irrelevant columns;
(iii) How it is going to be used for analysis;
(iv) What changes if any, are made in the form as compared to the previous one;
(v) Whether important items figure in their right places;
(vi) Whether the instructions are clear
(vii) Whether the form designed prevents duplication of work.

Check Your Progress - Exercise.1

1. Explain the essential features of a form

....
....
....
....

2. List out the criteria for the examination of forms

....
....
....
....

3. What is the importantce of forms design

....
....
....
....

22.4 RATION CARD APPLICATION FORM

In the light of the above mentioned criteria let us examine the form prescribed for obtaining a ration card. The form is appended for your reference.

22.5 ANALYSIS OF THE RATION CARD APPLICATION FORM

A critical study of the form (appended), from the perspective of the application of principles of forms design, shows the following limitations:

1. The form does not have any title. The title indicates the purpose of the form .It helps the user to identify his requirment. The basic principle of forms designing which emphasises the necessity to make explicit the purpose of the form in the shape of a clear title is ignored in designing this form.

2. There is no proper spacing of different columns in the form. This gives a clumsy look. A good form must attract the eye.

3. We find some duplication in the items mentioned in the form. Item No. 1 is related to declaration by the Head of the family about the correctness of the statements made in the form. Again in Item No. III, after asking for some information, the applicant is warned about the consequences of giving false information. This can be conveniently omitted as the applicant has already been asked to attest the correctness of his statements in Item No. 1. If for any legal purpose these things are required, they should at least be brought to one place. The legal requirement is only a far fetched one, which is not based on practical experience. In the application form no mention need be made of the legal pbovisions of the Act which can be used in case of false information. Brevity is one of the principles of a good form. The form should be as simple as possible containing only such items as are essential for the purpose.

4. The form is made in two languages, i.e., Telugu and English. In a multilingual society, probably more than one language may have to be used in the official forms for the sake of public convenience. But what languages are to be used has to be decided in a rational way, i.e., based on a scientific understanding of the requirements of the target population. If the form is for the use of households in Hyderabad urban area, and if it is to be printed in two languages, it would be more appropriate to print it in Telugu and Urdu rather than in Telugu and English. There may be few families in Hyderabad, who do not know either Telugu or Urdu, but their number is very small as compared to the total number of about 6 lakh families living in Hyderabad. To meet the requirements of this small number of families, is it advisable to print all the forms in English? This only smacks of the bureaucratic bias for English. Interestingly, the receipt of the form is printed only in English. If it is to be printed in only one language, why it is not printed in Telugu? These questions are raised not because of language chauvanism, but to emphasise the necessity to take into consideration the requirements of applicants. Further, the Telugu language used is literary even though the declared policy of the Government is to use the spoken form in communicating with the common people. In all these things we see the bureaucratic preference.

5. The form is actually desingned to seek information about the number of members in the family, their staple food and their income and such other particulars to issue a ration card. For this 8 colums are listed. There is some confusion and duplication in these colums. For example, column. no. 2 seeks information about the members of the family including the Head of the family is asked. Again, in column no. 4 information about the Head of the family is asked. The column no. 4 is not very clear and on the face of it there seems to be some duplication calling for information as in column 1. This creates confusion. Again, in column no. 8 information is sought about the income from agriculture. In urban areas most of the people do not have any income from agriculture. Even those few who get some income gererally do not reveal it. In the absence of any cross checking, this item does not serve any real purpose.

Check Your Progress - Exercise. 2

1. What are your observations on the ration card application form appended to this unit

....
....
....
....

2. What is the purpose of title of the form

....
....
....
....

22.6 SUMMING UP

The analysis of the application form for the issue of a Ration Card shows that the form has not been designed scientifically. Simple principles of forms design like statement of the purpose, economy of space and clarity of language, and convenience of the user are not followed. Small improvements in the disign of the form will help the people and create a more positive public image of the public organisations.

22.7 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Exercise. 1

1. See 22.2
2. See 22.3
3. See 22.2

Exercise. 2

1. See 22.2
2. See 22.3
3. See 22.2

22.8 MODEL EXAMINATION QUESTIONS

I. Answer the following questions in about 30 lines each

1. What are your observations on the ration card application form appended to this unit?
2. Explain the essential requirements of a good form.

II. Answer the following questions in about 15 lines each

1. Describe the criteria for examination of a form
2. What is a good form?

22.9 REFERENCE BOOKS

1. M.H. Gopal : Introduction to Research in social sciences, Bombay, Asia, 1964.

2. L.H. Bunker : Fundamentals of Office Methods and Forms Design, Pitman, London, 1954.

3. C.A. Moser : Survey Methods in Social Investigation, Heineman, Londong, 1963.

Writers: V.S. Prasad & I. Ramabrahmam

ప్రకటన పత్రము నెం. D.F.NO.	ఆదాయము వర్గము INCOME OF GROUP
సర్కిలు నెం. CIRCLE NO.	మొత్తము సభ్యుల సంఖ్య TOTAL NO OF MEMBERS
దుకాణము నెం. SHOP NO.	వయోజనులు ADULTS
ఎల్ పి. గ్యాస్ నెం. L.P. GAS NO.	పిల్లలు CHILDREN
ఎల్.పి. గ్యాస్ డీలరు పేరు NAME OF THE L.P. GAS DEALER	ముఖ్య ఆహారము STAPLE-FOOD

ధృవపత్రము
DECLARATION

I.

....

ఇం.నెం...

నేను మరియు దిగువ పట్టికలో తెలిపిన కుటుంబ సభ్యులు పైన వ్రాసిన చిరునామాగల ఒకే కుటుంబం. మా ముఖ్య ఆహారము...................... అనియు ఇందులో తెలిపిన వివరములు యథార్థమైనవని ఇందు మూలముగా ధృవీకరించుచున్నాను.

I

....

H.NO...

certify that the following members of the Family and I are living in the same house and our staple food is .... and I solemnly affirm that the particulars given herein are true.

దీనిని కుటుంబ యజమాని పూరించవలెను / కుటుంబ యజమాని అక్షరాస్యుడు కాని సందర్భములో విచారణ అధికారి

II. (To be filled in by the Herad of the Family /Enquiry Officer in case the Head of the Family is illiterate

వరుస సంఖ్య Serial. No.	ఒకే కుటుంబమునకు చెందిన సభ్యుల పేర్లు కుటుంబ యజమాని పేరుతో సహా) Name of the Members of the family including living in the same house	వయస్సు Age.	తండ్రి/భర్త (వివాహిత అయిన స్త్రీ విషయములో) పేరు Name of the father/husband in case of married woman)	కుటుంబ యజమానితో సంబంధము Relationship with the head	వృత్తి *profession
(1)	(2)	(3)	(4)	(5)	(6)

కుటుంబ యజమాని
Head of the family

COURSE III: PUBLIC OFFICE ADMINISTRATION

Block I	**Introduction**	
	Unit-1	Public Office Administration: Nature, Scope and Importance
	Unit-2	Principles of Office Organisation
Block II	**Office Organisation and Management**	
	Unit-3	Office Environment
	Unit-4	Office Accommodation and Layout
	Unit-5	Office Machines and Equipment
	Unit-6	Office Services
	Unit-7	Forms Management and Control
	Unit-8	Filing System
	Unit-9	Office Reports and Data
	Unit-10	Office Communication and Correspondence
	Unit-11	Records Management
	Unit-12	Office Stationary Control
Block III	**Human Resources Management**	
	Unit-13	Work Study
	Unit-14	Work Measurement
	Unit-15	Work Simplification
	Unit-16	Management by Objectives
	Unit-17	Training
	Unit-18	Staff Welfare
	Unit-19	Social System and Public Office Administration
	Unit-20	Office Management in Government: Some Issues
Block IV	**Case Studies**	
	Unit-21	Case Study-1: Office Re-organisation
	Unit-22	Case Study-2: Forms Design

ANDHRA PRADESH OPEN UNIVERSITY

FACULTY OF SOCIAL SCIENCES
PUBLIC ADMINISTRATION

Course - III Public Office Administration

B.A., III Year - MODEL EXAMINATION PAPER

Time: 3 Hours **Max. Marks: 100**

Section - A

Note: Answer any FOUR of the following in about 30 lines each.

(4x15=60)

1. What is an office? Explain the importance and functions of Office Administration.
2. What is a Principle? Explain the principles of office Administration.
3. Define and explain the principles of office layout.
4. Write an essay on the chief factors that constitute the physical environment of the office.
5. Discuss the importance, advantages and problems of mechanization.
6. What are the advantages and disadvantages of centralization of office services?
7. What is a record? What are the reasons for creation of records in the Government?
8. Write an essay on welfare measures of the Government employees.

Section - B

Note: Answer any FIVE of the following in about 15 lines each.

(5x8=40)

9. What is the need for Method Study?
10. What are the various steps involved in the simplification of office work?
11. State the advantages of work simplification.
12. What are the techniques of data Collection.
13. What are the types of Communication?
14. Explain the influence of social factors on Office Administration.
15. What are the problems in the application of Management Techniques in Public Offices?
16. How does the administrative leadership help in organizational change?
17. What are the features of MBO?
18. Write a note on any three systems of classification of files.

ANDHRA PRADESH OPEN UNIVERSITY

FACULTY OF SOCIAL SCIENCES

B.A. III Year

PUBLIC ADMINISTRATION
ASSIGNMENT -- I

Note:

1. Do not copy the answer directly from any of the books.
2. As far as possible, try to answer the questions independently in your own words
3. If it is necessary to quote from any source, give the correct reference
4. Use your own foolscap pages for writing the assignment
5. Leave sufficient margine for the coments of the evaluators
6. Completion of this assignment normally should not take more than two hour's time.

PART - A

I. Answer the following in about 30 lines each:

1. Explain the meaning and differences between public and private offices.
2. What is a principle? Explain some of the principles of public office administra tion.
3. What is a form? Why forms control is necessary?

PART - B

II. Answer the following in about 15 lines each.

1. What are the reasons for the creation of records in Government?
2. What are the steps in forms design?
3. What are the functions of a Receptionist?

ANDHRA PRADESH OPEN UNIVERSITY

FACULTY OF SOCIAL SCIENCES

B.A. III Year

PUBLIC ADMINISTRATION
ASSIGNMENT -- II

Note:

1. Do not copy the answer directly from any of the books.
2. As far as possible, try to answer the questions independently in your own words
3. If it is necessary to quote from any source, give the correct reference
4. Use your own foolscap pages for writing the assignment
5. Leave sufficient margine for the coments of the evaluators
6. Completion of this assignment normally should not take more than two hour's time.

PART - A

I. Answer the following in about 30 lines each:

1. Write an essay on the characteristics and classification of filing.
2. Write an essay on the meaning, importance and functions of office reports.
3. What is communication? Explain in brief any four devices of communication used in a public office.

PART - B

II. Answer the following in about 15 lines each.

1. Write a note on buying of office stationery.
2. Explain the need and advantages of method study.
3. Explain the barriers in Communication.

ANDHRA PRADESH OPEN UNIVERSITY

FACULTY OF SOCIAL SCIENCES

B.A. III Year

PUBLIC ADMINISTRATION
ASSIGNMENT -- III

Note:

1. Do not copy the answer directly from any of the books.
2. As far as possible, try to answer the questions independently in your own words
3. If it is necessary to quote from any source, give the correct reference
4. Use your own foolscap pages for writing the assignment
5. Leave sufficient margine for the coments of the evaluators
6. Completion of this assignment normally should not take more than two hour's time.

PART - A

I. Answer the following in about 30 lines each:

1. Define work simplification and explain the steps employed to simplify the office work.
2. What are the techniques and advantages of work measurement?
3. Write an essay on MBO

PART - B

II. Answer the following in about 15 lines each.

1. What are the types of Communication.
2. What are the welfare measures for Govt. employees.
3. What are the problems in the application of Management Techniques in Public Office Administration?