

# APPLICATION OF LEADERSHIP AND SUPERVISION THEORIES IN NIGERIA PUBLIC SECTOR

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## **Abstract**

The purpose of (his paper is to present an analysis of theories of Leadership and Supervision which will serve as a point of references specifically for public servants and generally for (hose in public and private sector management. The analysis begins with traditional and traits approach to leadership with the former stating that leaders are born, not made while the latter asserts that there are certain traits common to leaders. Given the limitation of the above approach, researches were carried out on the behaviours of leaders covering the work of Lippit and White under Kuvit Lew in (University of Iowa), demonstrating the superiority of democratic leadership, over autocratic and laissez-faire; Slogdill, Coons, Fleishman, Harris and others (Ohio State University) on 'consideration' and initiating structures. Other areas covered include Likert<sup>1</sup>^ employee - centred theory (University of Michigan), Blake and M on ton's Managerial grid and Tannenbaum and Schmitt's continuum of Leadership behaviour, etc. Further aspects dealt with include contingency-situation approach, Path-Goal and Life Cycle Approach as well as other variable factors. In terms of applications the paper asserts that Managers/Supervisor in the public service have various options open to them and have great potential flexibility in choosing leadership and supervision styles appropriate to the needs of their employees in their quest for effectiveness and efficiency in their managerial Functions.

## **Introduction**

Leadership and supervision are important aspects of management. Several studies have infact shown that the major differences between groups with high productivity and low productivity can be accounted for among others by the difference in the leadership and supervision.

Leadership, according to Wehrich et al (2008), is the art or process of influencing people so (hat they will strive willingly towards the achievement of group goals. This concept implies not only willingness (o work but also willingness to work with zeal and confidence. Zeal reflects ardour, earnestness and intensity in the execution of work: confidence reflects experience and technical ability. While Robbins and Coulter (1996), regard leadership as those who are able to influence others and who possess managerial authority, Bounds et al (1995), sec leadership as a process of influencing the activities of individuals or groups towards achieving a goal. In another vein Terry (1960), is of the view (hat leadership is the activity of influencing people to strive willingly for group objectives.

It is pertinent also to state that Leadership is an aspect of management in the sense that in an attempt to get things done through people, the functions of a manager include among others, creating, planning, organizing, motivating, communicating and controlling. Among these functions arises the need to direct and lead, a function which permeates all the other forging management functions. Another concept of leadership in this paper therefore, refers to those who are able to influence others and who possess managerial authority.

With regards to supervision, Betts (1980), states that supervision implies operating at a close range by actually overseeing or controlling on the shop floor, dealing with situations on the spot as they arise, whereas management implies controlling remotely by using other administrative means. While there could be overlap in the practice of management and supervision, the former obviously deals with thinking well ahead on questions of policy, programmes of expansion, new products, new markets and so on while leaving the detail and less important tasks to managers' subordinates. Thus, the supervisor is normally considered to on the first level of management, and as such he occupies a unique position: he is the only manager who supervises the work of operative employees - al! other managers supervise other managers.

The role of the supervisor is normally that of directing (or supervising) and coordinating the

work of his subordinates in order to achieve the goals which have been set by the higher management. Some supervisors' jobs require them to plan and organize work, but others have only to see that their workers are performing tasks which have been determined by someone else in the organisation.

It is clear from the above that the importance of leadership and supervision cannot be overemphasized. The essence of organisational leadership is the influence the supervisor can exert over and above the mechanical compliance subordinates will demonstrate through routine directives of the organisation. Such influence depends on the supervisor's power and styles of leadership. The influence process is not necessarily one-way. The supervisor can accept as well as give influence. That is, a supervisor can create conditions for joint participation in decision making or delegates decision making to his subordinates, as well as coerce, persuade or manipulate them. The dilemma the supervisor faces is the leadership styles and the qualities, characteristics, circumstances and behaviours that will help him to supervise effectively. Let us therefore, review briefly the various studies on leadership styles adopted by supervisors in various circumstances and their effects on productivity and then examine how their findings can be applied in the public services.

## **Leadership Study**

### **1. Traditional Approach to Leadership**

The earliest approach to the study and explanation of leadership was the 'great man' theory which states that leaders are born, not made. The advocates of this theory tend to suggest that little can be gained from the study of leadership or leadership training in that the traits and characteristics of effective leadership are inborn and nothing can be done about it. Thus, we have great leaders like-Napoleon, Queen Elizabeth, Roosevelt, Martin Luther King and many others which the proponents of this theory could claim that such leaders would have emerged in any situation. Consequently, they". assert that the study of the traits of famous leaders will help in the early identification and selection of-effective leaders. Application of the 'great man' theory today would emphasize the selection process and de-emphasize training and development activities, coaching, counseling and organisational development. It is however, well known that a number of other variables enter into the leadership process.

### **2. The Traits Approach**

The trait approach theories are an outgrowth of the 'great man' approach. Following the study of great leaders of history, some common traits seemed to emerge. The search for traits dominated leadership study from 1920 to 1950 and notable work in this areas are those of O. Tead (1935) and Barnard (1948). Some of the personal traits which were identified include among others, alertness, tactfulness, intelligence, dependability, cooperativeness, initiative, sense of fair play, enthusiasm, ambition, adaptability etc.

Slogdill's analysis (1948), of 124 studies and another review in (1974), combining researches since 1984, indicated that ...the characteristics, considered singly, hold little diagnostic or predictive significance. No two lists seem to agree. This research approach of course died out since 1948 when it became clear, that traits alone have limited usefulness in prediction of a person's leadership potentials.

Despite the limitation of this approach, some people still find value in it and in selecting people for the leadership position, would stress limited characteristics such as physical size, intelligence, personality, initiative etc. In recent years considerable and realistic leadership theories have been developed.

## **Behavioural Theories of Leadership and Supervision**

### **3 Leadership Styles**

Among the earliest researches in this areas was that of Lippitt and White.(1960). Under the general direction of Kurt Lewis in the University of Iowa in the late 1930s. This was the first systematic study and analysis of the effects of leadership styles on the behaviour of ten-year old boys belonging to a hobby club who were subjected to three leadership styles - autocratic, democratic and laissez-faire. After a period of several weeks, the leadership styles had been experienced. The research established that the authoritarian leader gave many commands, sometimes of disruptive or upsetting nature and in genera! took charge of the group. The style generated hostility, discomfort, encouraged

dependence and was least liked. The democratic leadership style emphasized friendliness, group discussion, shared decision making and encouraged motivation and was most liked. The laissez-faire leader did as little as possible, participated in the group only when asked to. The style was less popular, produced frustration, less and poor quality work.

Although the authoritarian and democratic leader accomplished the same amount of work, the democratic leadership style was unanimously preferred over either laissez-faire or autocratic and even laissez-faire was much preferred over the authoritarian style. The autocratic style not only produces aggressive and antagonistic individuals but also leads people to become subdued and apathetic. The main criticism in this study was whether one can generalize from the study of ten-year old boys engaged in a voluntary activity to a business situation of a more complex organisation. Nevertheless, the work did prove that the democratic style of supervision was more superior to the autocratic one. While those findings led to the idea of training managers to use democratic style of leadership and supervision, it soon became clear that such an approach was not necessarily suitable in every situation. There were also two other important studies which were conducted at Ohio and Michigan Universities.

### **The Ohio State University Studies**

In those studies conducted by Stogdill, Coons, Fleishman, Harris and others right after the World War II with the aim of identifying the functions that leaders perform, they asked people in all types of organisations to describe the behaviour of their leaders. Ohio studies identified nine leader behaviours and after a careful examination through factor analysis came up with two relatively-distinct behaviours as the key factors in supervision termed "consideration" and "initiating structure". 'Consideration' is defined as behaviour which is indicative of respect, warmth, friendship and mutual trust. 'Initiating structure' is that behaviour which organizes and defines roles or relations and establishes patterns of organisation and ways of getting the job done.

The supervisors who score high to some extent on initiating structure could be considered 'job centred'<sup>1</sup> whereas those scoring high on consideration would be considered 'employee centred'; Generally, 'good' supervisory practices would be those in high consideration and low in initiating structure. Fleishman and Harris (1962), in their study further established that a foreman with low consideration scores tended to have high turnover of subordinates and a large number of grievances regardless of structuring done. However, those with high consideration could increase their structuring without causing high turnover or grievances.

### **University of Michigan Studies**

Among the numerous studies at Michigan University - (The Institute for Social Research) were those under the direction of Rensis Likert who developed 'employee centred' theory. In a book describing some of his earlier work, Likert indicates that supervisors who are employee-centred usually have more productive groups than those who are job-centred. Likert, however, did mention that it is possible that a high producing section or work group might cause a supervisor to be employee centred while a low producing section might cause him to be job centred but he believes that the evidence indicates that the causality runs from the supervisor's style to work group's production. He also believes that high producing managers were usually better in communicating with their groups than low producing managers, use more of group supervision than low producing managers and are also seen by their subordinates as having more influence than supervisors of low producing groups.

Further study by Likert, utilizing style categories of employee-centred and task-oriented, showed four systems of management.

1 Exploitative authoritative; 2. Benevolent authoritative;  
3. Consultation; and 4. Participatory group\

Likert believes that managers who apply system 4 approach (participatory style) had the greatest success as leaders.



Source: Adopted from Gregory M. Bounds, Gregory H. Douhins and Ossan S. Fowler (1995) and Fred Luthns and Mark J. Marlinko. (1979)

Lower left style 1.1 shows low concern for people and productivity reflecting laissez-faire management style; an abdicator as described by Lewin as indicated earlier, extreme of Laissez-faire management style.

Upper left style 1.9 has high concern for employees and low concern for production, uses permissive leadership style, emphasis is on keeping people happy, avoids pressure in getting work done (human relation approach). 9.1 lower-right hand corner, indicates high concern for production and efficiency Human Relation approach but low concern for people i.e. an autocrat, stern taskmaster and close supervision 5,5 represent middle of the road management/supervision style places emphasis on both production and people. Sometimes the supervisor uses an implicit bargaining approach to get work done. 9.9 upper right corners indicates team or democratic management style (the ideal), high concern for both production and employee morale and satisfaction uses participative, and team approach in setting work done Blake and Mouton argued that 9.9 management style is the most effective type of leadership behaviour because a combination of high task and employee orientation will result in improved performance, low absenteeism and turnover and high employee satisfaction.

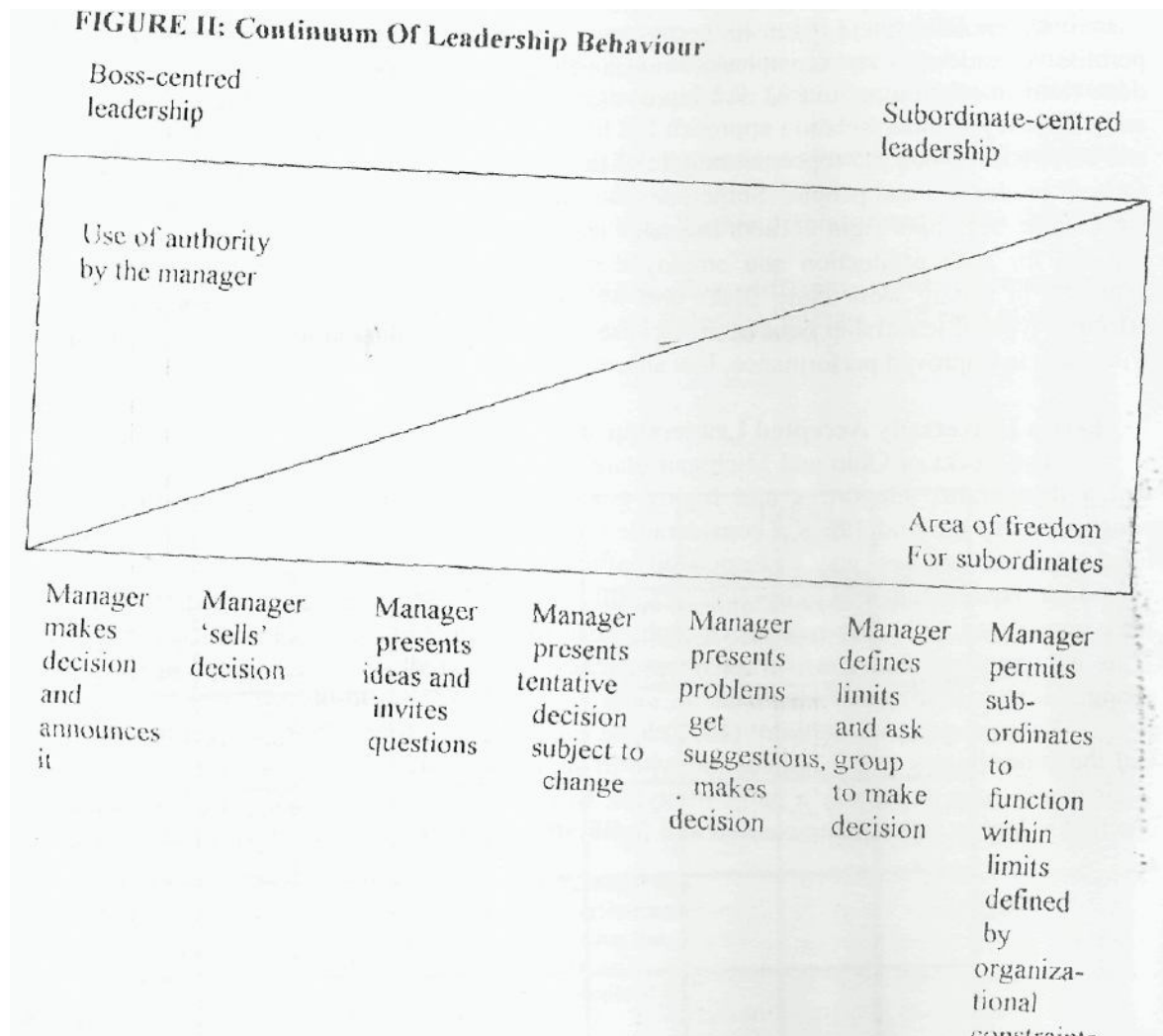
### **Is There a Universally Accepted Leadership style and supervision?**

The works of Ohio and Michigan State's Universities, Blake and Mouton seemed "to suggest that a democratic, supportive and highly goal-selling leadership style will be effective in most situation". By the mid 1960s a considerable body of researches seriously questioned this notion of ideal 'style' or one best way of leadership influence on supervision, suggesting that effective leader behaviour requires the need to develop flexibility with the needs of given situations. The above styles-were considered to be too general or ambiguous to guide leadership behaviour in every situation. Thus an important factor which early researches overlooked is that an effective supervisor may change his style in different situations.

Tannenbaum and Schmidt (1973) have suggested that forces in the supervisor, the situation, and the subordinates will influence the type of supervisory style appropriate for any give situation. Their theory tries to identify a range of styles, which varies from one, that is highly boss-centre^ to

### **Figure II: Continuum of Leadership Behaviour**

one that is highly subordinate-centred and from these, a leader could select his behaviour. See figure II



Source: Robert Tannenbaum and Warren H, Schmidt, "How to Choose a Leadership Pattern," Harvard Business Review, May-June 1973, p. 166.

### Situations) Factors in Leadership Effectiveness

When it became clear that no one leadership trait or behaviour was most effective in all situations, researchers turned their attention to determining the situational variables which cause one leadership style to be more effective than another. The main situational factors they identified include, the leader's personality and past experience, the superiors expectations and behaviour, the subordinates characteristics, expectation and behaviour and the organizational climate and policies

### Contingency Approaches to Leadership

Contingency approach to leadership attempts to identify which of the situational factors is most important under a given set of circumstances and to predict the leadership style that will be most effective under a given situation.

### Fiedler's Contingency Model of Leadership

Fiedler's contingency theory, (1967), (University Illinois) is based on three-dimensions-leaders-member relations, the task structure and leader's position power. Fiedler regards the quality of leader-member relations as the most important influence of manager's power and effectiveness. If the manager is respected by the group for his personality, the manager will resort less to formal authority and if the group dislike, the manager or distrusts him, he may have to rely more on formal authority and directives to achieve group goals. Task structure is the second most important, depending on whether it is highly structured or not, while leader's position power comes third. Some position, carry more power and authority than others in an organisation and the

higher the level of management the more they are endowed with legitimate, reward and coercive power.

### **Path-Goal Approach to Leadership**

Although Georgopoulos and his colleagues at Michigan University first used Path-goal concept, Evan and House (1970), developed the modern concept. In essence the path-goal approach suggests that the leadership style a manager uses will affect the type of rewards the manager offers and the subordinates' perception of what they must do to earn-those rewards. Consequently he will be effective to the extent that he directs his subordinates through clearly defined positions and task roles, supports them (by being friendly, approachable, shows genuine human concern for subordinates, etc.), enlist the assistance of group members in goal setting, promote group cohesiveness and team effort, sets challenging goals for subordinates and show confidence in them and increase opportunities for personal satisfaction etc. The type of style that will motivate subordinates is contingent on the type of rewards that the subordinates desire.

Life Cycle Theory of Leadership - suggests that leadership style should vary with the maturity of subordinates. The leader-subordinate relationship moves through four phases from the time they first enter the organisation when high task orientation is most appropriate to a stage of reducing task orientation, as they gain experience, than to periods of increased motivation as they take on more responsibility, to periods when finally by the subordinate is now confident, self directing and experienced and the manager reduces the amount of support given.

In Fiedler's view leadership styles are relatively inflexible, consequently it is easier to match the leader to the appropriate situation or change the situation to match the leader. On the contrary many other writers, and researchers such as Evan, House, Tennenbaum and Schmidt, Vroom and Yetton (1970), suggest that managers can be flexible and adopt a number of styles. This implies that it is feasible for individuals to learn how to diagnose a leadership situation and can alter their style to some extent to make their leaderships approach more effective,

As we have seen from the preceding analysis, considerable amount of researches have been conducted to show the various styles of leadership and supervision in different organisational settings and their results. Obviously the relationship between styles of leadership and supervision on the one hand and work performance of the subordinates or employees on the other is a complex one. There is no doubt that leadership and supervision affect work output, absenteeism, labour turnover, job satisfaction and so forth. If we are to design appropriate environment in which people will willingly accomplish desired tasks in the public sectors, public servants must take cognizance of these theories and examine the extent to which they can be adapted in our organizations.

### **Application of Leadership and Supervisory Theories in the Public Service**

Supervisors can perform their functions in at least two main ways. They can contribute to the subordinate's motivation to work and initiate ways of better structuring the subordinate's work and work situation.

### **Motivating Subordinates**

We are all familiar with the way subordinates are motivated in the Public Service. A lot of things go on in the name of supervision and these may vary from issuing treats, promise of reward, demanding more than some subordinates can do while allowing some to misuse corporate time for their personal ends, criticize subordinates in the front of others, ridicule them for making mistakes,

frequently deflate their self-esteem or threaten their security by acting without consulting them, refusing to consider their suggestions or refusing to explain actions. It is however true to say that there are some considerate supervisors who emphasize promises, reward, give support, express appreciation for good work, stress the importance of job satisfaction, make subordinates feel at ease, remain easily approachable and so forth.

If the Public Servant is to make appreciable contribution to leadership and supervision, he must understand the various theories and concepts and how they can be applied to his work in an attempt to achieve organisational goals and objectives. Let us examine some of these.

### **Nature of Influence**

The essence of organisational leadership is the influence the supervisor can exert over his subordinates. What then make subordinates obey their manager or, supervisor? According to French and Raven (1978), a leader has five main sources of power and influence.

**1. Reward Power:** This is based on the subordinate's perception that the supervisor has the ability to obtain reward for him in the form of promotion, fringe benefits, etc. The problem with reward power in the Public Servant for example is that, although money still remains an important motivator, its use creates more problems than it solves because everybody gets increase of salary regardless of performance. This is also applicable in other rewards such as promotion based on seniority whether employees are productive or unproductive. This of course demotivates and frustrates subordinates and makes the work of supervision very difficult. Nevertheless, a perceptive supervisor can still motivate his subordinates by ensuring that credit is given for the work done in the form of public recognition, verbal praise for a job well done, letter of commendation and so forth.

**2. Coercive Power:** This is based on the expectations that the supervisor has the ability to issue punishment to subordinates and the wishes to avoid such punishment which could take the form of query, refusal to recommend for promotion, or recommend for suspension, demotion or dismissal, etc. Punishment no doubt remains an important motivator but its use is certainly not the best approach as it can frequently be abused. Very often it leads to arbitrary exercise of power, which creates resentment, antagonism, poor quality of workmanship or subordinates in the public service producing just enough to get out of trouble. It also gives rise to avoiding risk taking and decision making, indifference and dishonesty. Indeed arbitrary use of power of punishment results in producing 'yes men' and apathy in the service. These cannot produce conducive atmosphere-for supervision. On the other hand, most supervisors in the service do not find it easy disciplining or recommending subordinates for sacking for misconduct without intervention from various quarters. It also has to be appreciated that leadership and supervision can only be effective if unnecessary intervention in disciplinary process by superior or political office holder are minimized among others.

**3. Expert Power:** This is based on the subordinates' perception that the supervisor has some specialized knowledge. As far as this goes, the supervisors in the Service have little or no expert power because they have had little or no training and development. For effective supervision, the supervisor must possess expertise on such high level which the subordinates could consider to be a source of influence worth internalizing.

**4. Legitimate Power:** This is based on the belief of the subordinate that the supervisor has a right to influence him and he is obliged to accept this influence. This is referred to as the power of office. Again, this can only have the desired impact when the superior is enlightened and maintains a high level of integrity.

**5. Referent Power:** Here the subordinate identifies with the supervisor. In an environment where unethical behaviour such as corruption, nepotism, embezzlement are rampant, not much can be expected in ways of leaders who can inspire their subordinates. If a supervisor is to be effective and command respect, he must possess integrity, honesty of purpose and other transparent charismatic qualities.



The greater the number of these influence sources of power available to a manager/supervisor; the greater his or her potential for applying the concept leadership effectively. Although these sources of power may be available to managers but their ability to apply them in practice varies. Thus a look at other theories, such as scientific, behavioural, situational-contingency already examined are relevant.

### **Scientific Management Approach**

The Scientific Management Approach states that there is one best way to do each of the jobs the supervisor oversees. Frederick Taylor (1975), often referred to as the father of Scientific Management pioneered this approach.

For the Public Servant to be effective, he must study the jobs carefully, determine the proper work methods and ensure that his subordinates follow the proper procedures, which have been agreed upon. It is important that the supervisor has the technical skills if he is to be of help to his subordinates. He is also expected to control the work group to ensure that the appropriate work methods are utilized. This approach however, has been criticized for not taking cognizance of human needs.

### **Human Relations**

As we have seen Blake and Newton's managerial grid at 1.1 which emphasizes human relation alone cannot achieve effective supervision; Thus, it must be combined with other factors for the supervisor to be effective. He must understand the principles of applying human relation which is basically concerned with employee needs, taking into account the human element in assigning jobs and determination of work procedures. The Pioneering study carried out at the Hawthorne Works of the Western Electricity Company in the late twenties and early thirties showed the importance of according workers recognition, appealing to their emotion, involving them in the participation <jf decision in matters that affect their work, the importance of paying attention to the workers and the role informal groups can play in a formal system. For the Public Servants, the importance of daily interaction with subordinates cannot be overemphasized, so also is the need to establish effective communication throughout work groups, emphasize employee participation in matters that affect them at work and in all aspects of their job, including the design of their work procedures and methods, planning, implementation, control, performance appraisal and providing the opportunity for the employees to air their views and problems. The supervisors must recognize that they are the linking pin between the top management and their subordinates. Their considerations for others motivating others by a concern for their needs, ability to solve problems facing them are all important. The study by Lippitt and White (1960), as we saw earlier demonstrated the superiority of democratic leadership and supervision over the autocratic and laissez-faire. While the study at Ohio University established that good supervisory practices were those section high in consideration as opposed to those high in initiating structures, the study at Michigan under Resis Likert demonstrated that supervisors who were employee-centred usually have more productive groups than those with job-centred. Fleishman and Harris (1962), as we saw too were able to show that withdrawal from the job by subordinates in the form of absenteeism and quitting was associated with lack of consideration for subordinates. Blake and Mouton in their Managerial Grid(1983) too (Figure 1) prescribe for supervisors the need for them to be at "9.9", "9" on both point scales of concern for production initiation and concern for people (consideration). People oriented style is of course closely related to human relation approach.

Some other researches on leadership assert that there is no universally accepted leadership styles and supervision. Tannenbaum and Schmidt (1973), for example, indicated that forces in the supervisor, the situation and the subordinates influence the type of supervisory style appropriate for any given situation.

Fiedler's Contingency leadership(1967), approach drew attention to the importance of the situation. It states that effective leadership styles depend on the situation. This implies that human relations, task oriented and even middle of the road styles (Figure intersection point at 5.5) may be effective under the appropriate conditions: the key to contingency approach is to identify the situation in which a particular style will be effective.

For the public servants, understanding of these theories and learning to apply them in the organisations are imperative.

Apart from contingency approach, Figure I: Blake and Mouton Managerial Grid, earlier discussed briefly shows the number of variable supervisors could take into consideration. Each of the styles or their combinations on the grid and further described below could help the public service

supervisor to understand better the nature and emphasis supervision could take. For example:

1. The abdicator style of supervision denotes laissez-faire approach, implying minimum concern for both people and task, allowing members almost complete freedom, infrequent interactions with members and little or no concern to get the job done. Obviously, this approach cannot work in the Public Service and consequently no one expects the public servants to adopt such method. Some people have suggested that such approach can only be relevant in professional or research-oriented organisations such as laboratories, or in Universities where there may be highly motivated achievement-oriented individuals who resent their efforts being directed or channeled by those who are not equipped to do so.
2. The helper - This is a style where the leader is genuinely concerned about the employees but with little concern about the job. This is relevant in organisations whose major goals are human not task concern, such as social/mental rehabilitation agencies.
3. The driver - The supervisor's concern here is mainly to get the job done and has minimum concern for people. If achieving the task causes human and leadership problems, the supervisor or leader is willing to sacrifice the people for the task. This is common in organisations, which place high premium on production, and in most cases employees are low-skilled individuals who can easily be replaced. Examples can be found in manufacturing organisations.
4. The compromiser or middle of the road supervisor - The supervisor of this type is the one who genuinely strives to achieve both task and human relations goal. When difficulties arise however, he or she readily sacrifices one goal for another. This approach results- in expediency or "wishy washy" outcome. This is an approach that is common among the public servants political organisations which have volatile techniques.
5. The ideal - This leader or supervisor integrates both task and human concern into a consistent and rational leadership or supervisory approach. Rules and guidelines for integration are developed over years of supervisory experience public servants should strive for this approach which is obviously preferable to the preceding compromiser approach.

While the ideal style of supervision is often acknowledged to be the best approach, many theorists recognize that other styles may also be effective in certain given conditions as suggested by Luthans and Martinko (1979). Post that education, Age, Size of groups, Employee Characteristics, Group Characteristics, Personal Interest and Personal Cooperation are crucial factors to be considered by the manager/supervisor in the process of supervision. They further suggested that, the supervisor should take cognizance of job characteristics such as task clarity, task content, low skills versus professional skills, information available in the job. Equally important are organisational variable regarding product produced, organisational goals and top management leadership style.

The foregoing theories and other important variables represent some of the many factors which influence the supervisor's choice of effective leadership styles in their various organisations. These factors and their suggested influence on leadership and supervision practices as we have seen are largely based on past researched theories and practices. It is hoped that they will serve as points of references for our public servants in positions of leadership and supervision, striving to the achieve managerial effectiveness.

## **Conclusion**

In conclusion, it must be stressed that leadership and supervision are very important aspects of managerial functions. Through supervision, we are able to build and maintain an effective working force and control work activities. Leadership is an essential part of supervision. As indicated earlier, the essence of organisational leadership is the influence the supervisor can exert over and above the mechanical compliance subordinates will demonstrate through routine directives. Without adequate direction, there will be uncertainty, lack of coordination, less motivation, group cohesiveness will suffer as imbalance is created in the organisational structure. From the above analyses, it is obvious that the problem of leadership and supervision is a complex one. Effective leadership must be seen as a function of many variables and perceptive supervisors in the public service must exercise care in the choice of appropriate styles which will match given situations.

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