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Organisation and Management

R T Jangam

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R.T. JANGAM



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PREFACE

This book is intended for the use of O & M students offering this course in the Indian universities. Since the course can be studied commonly by students of private administration as well as public administration, the book can be used by students of public administration in the conventional sense as well as those who read for business management degrees. The book relates the O & M course to the basic discipline of public administration. The various assumptions underlying the O & M in public administration are discussed in a fair detail so as to convey to readers a proper background and understanding of O & M. The practical steps or procedures or processes involved in the adoption and implementation of O & M are discussed in considerable detail. The context of office administration is discussed in the various ramifications and intricacies. For example the premises or buildings, the various types of furniture, use of various machines and equipments are discussed in the context of public administration. The various processes of the office work such as record keeping and filing and information and communication are discussed with a good number of illustrations. The theory and illustration of work study are furnished in brief. Other principal topics such as the functions and role of committees and conferences; training and office manual; leadership qualities; and staff organisations are also included in the work.

In addition to the comprehensive analysis and discussion of the basic ideas and techniques of O & M there is a select bibliography to aid students in pursuing some of the select references. The analyses and illustrations in the various contexts are derived from day-to-day experience of the public administration in India. On the basis of the analyses and examples, positive suggestions or recommendations are made in the various contexts for further improvement of the various techniques or processes going on under the rubric of O & M for the improvement of public administration.

Several colleagues have provided initiative, encouragement and cooperation in the production of this volume. Students and professors of the Karnatak and other universities are to be thanked for their intellectual stimulation and encouragement. The cooperation and assistance of those who helped in the process of reference hunting, typing and proof correction has been crucial and this is to be acknowledged with thanks. The staff of the Karnatak University Library have given me their unstinted help and I am grateful to them. The publishers have been enthusiastic and energetic in bringing out this volume in such a short time and for this they must be given our appreciative thanks.

The author welcomes suggestions from students and professors for improving the analysis and utility of the volume.

Dharwad
July 1982

R.T. Jangam

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Background

O & M stands for organisation and methods. O & M may also be taken to mean organisation and management. But we are going to stick to the rather more specific and conservative heading of "organisation and methods." Organisation and management indicate rather wider or larger areas of administration or work organisation while methods on the other hand indicate a more limited and better defined area within the general area of organisation and management.

When we speak of organisation and methods we speak of O & M as generally applicable in the context of public administration or civil service. Although O & M can be applied both in private business as well as public business, for us here the relevant sphere is public business or public administration and hence we intend to use O & M in the public administration sense. We should note in passing that a number of these O & M techniques or devices may have originated from the field of private business. But their application is not confined to private business. Their application extends beyond private business and comprehends the public business or public administration also.

The next thing to be noted in the context of O & M is that it is not an entirely new thing although it sounds new. O & M is as old as man and it stands for man's urge or struggle to do things better and better. People in primitive times did pay attention in their own ways to the problems of better organisation of their day-to-day business including public business. When a cowherd of the community used a stick or whip to drive his cattle in particular directions instead of trying to do the same business with his bare hands or voice, he employed the O & M in the service of the community. When an American technician invents a milking machine to milk cows on a ranch or a police officer uses a computerised criminal data card, they are practising O & M. In other words, O & M has an unbroken record throughout human history in the interest of improvement, efficiency and advantage in doing the various things in the life of the community. What possibly is new in the case of O & M today is the name itself and the urge and determination of the modern scientists or technicians to make it a more and more exact and useful science. In the twentieth century

specially the science has registered rapid strides of progress. The beginnings were made in the modern sense in the western countries by engineers and other experts in pioneering better and better methods and techniques of doing things in the context of large scale business.

Taylor was an American expert who led the movement of what has come to be called today "scientific management." He demonstrated in the context of an American railroad company how a particular worker could improve his performance or productivity by following certain methods or techniques. Taylor's influence on the movement of scientific management has indeed been great and this is one of the powerful factors to have put the American continent on the path of scientific management.

The other name which readily comes to our mind is that of Colonel Urwick. Urwick was associated with the army and he sought to import the army spirit and methods into the organisation of civil business. Following the work of these and other pioneers the movement of scientific management has grown to enormous proportions in recent times and several American universities have opened what they call schools or institutes of business management. On the continent there has been a similar, if less pronounced, trend in favour of business management. In India, specially in the post-independence years, there has been a rapid advance in the direction of the schools or institutes or departments of business management. These business management schools or departments are generally of two types. On the one hand there are independent degree granting institutions of business management such as those at Ahmedabad, Calcutta and Bangalore and on the other, there are schools or departments of business management started by the various universities in the country. Mapwise, these are situated at the universities of Cochin, Karnatak, Bombay and Chandigarh. We must hasten to add however that the products and ideas of these institutes are generally meant to be used by the private business in the country.

The O & M in the sense of organisation and management is very much allied to this development of business management schools which aim to cater to the needs of the private business or industrial establishments of the private kind. On the other hand O & M in the sense of organisation and methods has come to India from England. To be sure, we did not wait until the O & M ideas were imported from England for, the English people, as rulers or administrators, were already here much before and they, in the interest of the stability of their rule and efficiency of the colonial administration, encouraged the application of O & M in the Indian context. We have a reference going back to as early as 1924 in the context of the administration of the presidency of Bengal. During the war time, i.e., the Second World War time, in England steps came to be taken to find out new methods of

efficiency and reliability. And there was some corresponding impact of this on the conduct of public administration here. But no direct efforts appear to have been made in the context of the Indian administration until after the coming of independence in 1947. From 1947 onwards India has seen a variety of drives and efforts to reorganise and streamline the public administration and sections of civil service both at the central level and in the states. One of the notable efforts which came to be made was in the context of the administration of the Bombay presidency or Bombay state. A committee was appointed under the chairmanship of Mr Gopal-swami Iyengar to study and report on the nature and particulars of the changes or steps to improve the administration. A private efficiency expert company, IBCON, was called in to have a look at the administration of the presidency and say what could be done to improve it. The team of experts suggested a number of steps of far-reaching importance and the major one related to the setting up of the O & M. The committee however found the recommendations of the expert group too radical and hence did not accept this particular recommendation. Mr. A.D. Gorwala, an ex-ICS hand, was called upon to report on the administration of the government of India and specially the Planning Commission. He submitted his report in 1951 and laid down a number of guidelines and steps for the improvement of general administration and the conduct of state enterprises. He too laid his finger on the need for doing constant research and devising better and better techniques for efficiency and profitability of the administration and state enterprises. Prime Minister Jawaharlal Nehru invited an American administration expert, Paul H. Appleby, from New York to have a look at the Indian administration. Professor Appleby did report that the Indian administration then was of course one of the notable few administrations in the world with a large and fairly dependable organisation. But having said this, he proceeded to set down a number of major recommendations. One of his major recommendations related to the setting up of an Indian Institute of Public Administration. We may observe in retrospect now that this recommendation was well taken and the Institute of Public Administration was established at New Delhi in 1954. The institute has grown in size and strength remarkably since then and has played a useful role in launching research projects, conducting seminars and workshops for the dissemination of the new ideas and techniques and the training of the specialists and technical personnel such as different categories of civil servants, accountants and computer technicians etc. The institute also runs a journal in which experts or administrators set down their studies or findings. There is also a newsletter, issued fortnightly, which brings together the reports and activities and programmes conducted or to be initiated.

The Institute of Public Administration has branches at the various state capitals and other important cities of India. The

administrators as well as academicians and other experts come together in these forums and carry out research projects or hold seminars and discussions relating to the various problems and processes of public administration. The Institute of Public Administration, with all these extensions and ramifications, has been playing a significant role in the creation of scientific attitude in the context of public administration. Besides this institute at New Delhi there are two more institutes which deserve particular mention here. One is the Lal Bahadur Shastri Institute of Public Administration at Mussorie in UP (Uttar Pradesh) and the other is the National Institute of Community Development at Hyderabad in AP (Andhra Pradesh). The Mussorie institute organises research and training programmes specially those bearing on the training of IAS and related cadres. In addition to the government institutes there are a number of private institutes some of which run their own journals. We should also not forget to mention the growing number of public administration departments established in the various universities and research institutes in the country. All these institutes contribute a great deal to the creation of a climate in which public administration is encouraged to be studied scientifically and in which it is possible to discover and use newer and better methods and techniques for producing maximum administrative results or performance.

The other major recommendation made by Professor Paul Appleby related to O & M. He recommended that O & M cells be created in the various ministries and administrative departments or offices at the union level and also in the states. Accordingly since 1954 efforts have been made to create more and better cells or units of O & M at the union level and in the states. At the level of union or the government of India at New Delhi O & M unit is located in and is looked after by the cabinet secretariat. O & M units are attached to the various portfolios or ministries also. In the states O & M units are located in the state secretariats variously called Vidhana Sabha, Sachivalaya or Mantralaya. In Bangalore and Bombay for example, the O & M cells are located in the state level secretariats called Vidhana Sabha in Bangalore and Mantralaya in Bombay. Besides the state level the O & M units can be found at lower levels of administration such as a division or directorate. Besides, these O & M units are attached to some of the corporations or public undertakings. In Karnataka for example, there is an O & M unit attached to the Karnataka electricity board. The board in turn has smaller cells of O & M in its various important or strategic offices throughout the state. We have several nationalised banks which try to benefit from the O & M researches and experiments. For example, the Syndicate Bank has an O & M cell in its head office at Manipal, in Karnataka. The State Bank of India has an important office of O & M at Madras. The nationalised undertakings or corporations may have different names or terminology

to describe the work and the nature of O & M. The Syndicate Bank calls its unit O & M while the State Bank of India calls its unit Manpower Research Cell.

We should also note, in passing, the efforts made by private manufacturers or industrialists to have their own O & M units. Some of them call these consultancy services. Of the leading industrial houses in the country that run consultancy services the Tatas and the Kirloskars merit a special mention. There are also a number of well-trained and western-educated individual experts who run consultancy services for the benefit of the various industries or manufacturing concerns. When the consultancy services of the industrial establishments undertake a consultancy assignment the credit or benefit for having done the job goes to the group as a whole. But some of the private specialists or experts who seek reputation or recognition of their own prefer to retain their individual initiative by doing consultancy business on their own. Generally they do not join such industrial houses or their expert groups. The consultancy services of the Tatas are highly developed. The Tatas also have a specialised economic consultancy service which undertakes the solution of particular economic problems or carries out feasibility surveys for setting up certain industries or enterprises. We may add here that the Indian railways which are the largest public undertaking in India have a separate corporation for undertaking railway consultancy services. This corporation is one of the leading ones of its kind in the world and it undertakes specific projects or surveys for building rail lines, manufacture, erection and supply of various types of railway equipment, rolling stock, signalling equipment, costs of operation, margins of profits and so on. The Administrative Staff College of India located in Hyderabad does the primary business of training the administrators and also undertakes consultancy assignments. For example, if the health department of the Karnataka government wants to design a family planning project, then the staff college experts can come in and advise the government on the formulation and operation of the project.

Pending the final assessment we may state here briefly that although O & M in India has been doing undoubtedly useful job, it has not been so effective in breaking the back of the problem of unemployment in the country or in promoting efficiency in the offices of the administration of the various governments in this country. The search on behalf of O & M is on but it would be rash to say that it has as yet been rewarded with any brilliant or substantial or extensive success.

Assumptions of the O & M work

The performance or functioning of O & M work rests on the number of assumptions or postulates or presuppositions. Some of these assumptions are explained sometimes partially or fully while others are taken for granted and are not generally enquired into. Unless someone presses for an enquiry into the background or the context of O & M, the assumptions may not come in for any discussion or examination. But if we have to comprehend the real nature of O & M and if we have to derive full benefit from O & M, we have to know and should know the various assumptions. The assumptions are virtually like the laws of thought or like the laws of nature. You may or may not know them. But their operation either in the forefront or background is essential, inevitable whether you like it or not. And so, as in the case of the laws of thought or laws of nature, we might as well obtain an intelligent and realistic understanding and application of these assumptions. For, as we have said, these assumptions do operate in the background, if not in the forefront, of all O & M work. If we have an intelligent and businesslike appreciation of these assumptions we are enabled in the correct application of O & M and proper understanding of the limitations of O & M, without really having any difficult or impossible expectations from O & M. It is against this background that we should state and appreciate the following assumptions which underlie all O & M work everywhere.

The first assumption of O & M is that it pertains to public administration or civil service or offices and units of various ministries or government department. O & M pertains to the work of the central or union government, the state or provincial governments and the local governments such as corporations, municipalities, town Panchayats and Gram Panchayats etc. O & M in the sense of organisation and methods is not supposed to apply, beyond public administration, to the administration of private business or industries or establishments with the emphasis on industry. For these latter categories, as we have seen, the term organisation and management or business management is reserved. So when we speak of O & M, unless the context otherwise requires, it means O & M in the context of public administration.

The second assumption in this regard is that O & M is applied or sought to be applied to the business of public administration but the inspiration or drive for the O & M work has often come from the work of the business or private administration. At times the methods and techniques of O & M have been imported into public administration from the ranks of the army. So whether it is private administration or army administration, public administration as such has not usually been regarded as the prime mover in the business of O & M. Historically speaking, private administration and factory administration have preceded public administration in the matter of the discovery and application of O & M processes. The O & M procedures have largely originated on the floor of the factories or workshops. It is there that work studies or time and motion studies have been carried out, cost studies have been conducted and cost accountancy considerations have been examined. It is arguable that the factory floor or the workshop floor is more amenable than a public administration office in the matter of taking rigid measurements or ratings or carrying out mechanical or statistical calculations. So from the floor of the factory or workshop the O & M procedures have been imported into the sphere of public administration and naturally in this latter sphere it is not very easy to apply or implement the O & M procedures. But whenever we seek to apply O & M or assess the success or failure of the application of O & M in the context of public administration, it is worthwhile to remember that the O & M procedures have been borrowed from the factory floor where they originated and where they came to be patented, so to say.

The third assumption relating to O & M is that it does not concern itself with the wider forces or factors or processes or phenomena of politics or government or ministry making or assumption of leadership. The framework and role of O & M is more or less defined and limited. It functions or applies in the context of the administration, once the goals or objectives of the administration are clearly defined and once the policies and other constraints or limitations are also fairly fixed. Once, for example, it is decided that the ministry of family planning should be renamed as ministry of family welfare, O & M in the context of public administration gets down to the job of effecting this change of name in the administration. It does not bother about the desirability of the change or reasons for or against the change. Those may be the issues discussed in the "smoke rooms" of the British parliament or the corridors of the Indian Lok Sabha. The change of name of the ministry may be suggested as a device to disarm any fear or suspicion on the part of the conservative sections of the population of the Muslims, Hindus or Christians. The change of name is suggested by the Janata Party as a signal departure from the unpopular family planning policy of the Congress party. Whatever the reasons, the whys and wherefores of the change of

name, the O & M in the administration, when it comes to be given the task of spreading a new name, suggests the various ways and means of doing it. It does not ask questions about who has thought of the change, why, how and so on. It is also non-political in the sense that it may not be able to point out or recommend the removal of certain constraints or handicaps which have become a part of the scene 1947 onwards from the standpoint of individual efficiency in administration. O & M, for example, is not supposed to tell the Prime Minister that he should not employ members from the scheduled castes on the ground that their employment is not conducive to the maximum efficiency in the administration although the contention of O & M in a particular case may be factually true or otherwise demonstrable. For the decision to provide equal or even favourable employment to these categories of people has already been taken at the level of the constituent assembly, the parliament and the cabinet from time to time. This is a political decision. It is a legislative decision. It is supposed to make for overall social efficiency although in individual cases efficiency may suffer owing to the employment of such categories of people. So the O & M expert may be right in recommending the recruitment of only talented and trained people but he is not supposed to say that people from certain categories or castes should not be recruited although factually it may be true that people from those categories have not had enough time to be talented or trained.

Similarly policies and laws once decided upon by the legislature and ministers as desirable, are not to be called in question by O & M. If the O & M unit in Madras, for example, is called upon by the Prime Minister to carry out a study of the loss of revenue from the enforcement of prohibition in Tamilnadu it may come up with the calculations. But it cannot tell the Prime Minister that prohibition should be given up because it causes a loss of revenue. It need not concern itself even with the loss of revenue unless it is asked to calculate or study it. It is in this sense that *the work of the O & M is non-political, non-legislative or non-ministerial in character.*

The fourth assumption relating to O & M is that O & M has to operate in the context of career civil service, permanent civil service or tenure civil service in what may be called liberal democracy of the presidential type or parliamentary type. In such a context several issues assume crucial significance relating to the adoption and working of O & M for the improvement of public administration. The first issue which assumes significance is that the civil service is more or less independent, independent of the temporary political masters like ministers on the one hand and independent of the judiciary on the other. They have their own sphere of operation within which they are supposed to work with a degree of independence and freedom from interference. The

civil servants are given policies or measures and objectives to be attained and they have to work with these. Any limitations or shortcomings or inefficiency which may characterise their working has to be remedied by means of the instruments like O & M. The public as well as the political parties do not have any direct impact on the working of the civil service. If they have to improve the working of the civil service in particular respects or with regard to particular projects, they have to initiate steps through their elected representatives like ministers, MPs, MLAs etc. The parties again are limited organisations. They think that their business is to organise public opinion, put up candidates for elections, form the government when elected with a significant majority, and sit in opposition when not elected with such a majority. So they are not in direct contact with the civil service, for overcoming any limitations or shortcomings in the working of civil service. In this sense O & M is looked upon as an instrument of limited efficiency and utility to improve the working of the civil service without going into the wider issues of politics, ministers, political parties etc. Another issue which assumes a crucial significance in such liberal democratic context is that most of these liberal democratic countries of the presidential or parliamentary types, including India, prefer some kind of capitalistic economies and systems of industrial production. These capitalistic economies together with the laws of demand and supply which govern the market and the sale and purchase of all the commodities including the basic goods and services, determine the nature and number of the major problems or difficulties of these countries. Without exaggeration we may say that these capitalistic economies are subject to periodical booms or depressions. Periodically, therefore, common people may be subjected to hardships such as higher rents, high prices of basic commodities such as food, milk, meat, vegetables, clothing, medical care and transportation. Over the years people in the capitalistic countries, including India, have experienced the hardships generated by the mal-functioning of the economic and the industrial system; besides, in a country like India the boom periods have been few and far between because, if at all they have come and served the people here, they have generally been subject to an almost unrelenting succession of economic hardships and difficulties. Such a periodical misbehaviour of the industrial and economic system of the capitalistic countries increases enormously the burdens and responsibilities of the civil service. And this, in turn, calls for a greater measure of O & M to assist the blundering civil service when it appears to totter under the pressure of economic and industrial emergencies. On the other hand, when you take the picture of socialist or communist countries like Soviet Union, communist China, Rumania, Czechoslovakia, Poland, Hungary, North Korea and Vietnam, you find that the civil service here is not subject to these burdens and responsibilities because the economic and the industrial system is not

capitalistic in character, it is socialistic and planned in character and it is firmly predicated on the provision of basic necessities for all citizens. Whatever the international economic trends and international fluctuations in the prices of petroleum, steel, textiles, chemicals etc., within these countries the common people are cushioned against the shocks, the ups and downs, created in the cost and price of the basic goods and services such as food, milk, meats, vegetables, fruits, clothing, medical care and transportation etc.

In the socialist countries the party is in real command of the entire situation. The socialist party or the communist party is the real ruler and real cadre which gathers up the urges and demands of the people, formulates them into coherent policies or issues, legislates them into definite laws and rules and ensures their implementation in actual practice by working side by side with those who are in charge of the administration. It must be emphasised that the socialist or communist countries do not have civil service or bureaucracy in the western sense of the term or the capitalistic sense of the term. As we have seen earlier, the civil service in the West is relatively permanent and independent and free from the so-called interference. In the socialist or communist societies there is a class of workers who can be called civil service or bureaucracy but who are not independent or secure in their jobs in the western sense. The civil servants or bureaucrats in the socialist countries have to be business like and efficient. In addition they also have to be loyal party members and supporters. To the extent that they are deficit or lacking in any of these requirements they suffer in actual practice. The party takes an aggressive interest in the implementation of the various laws and policies and the civil servants cannot stand in the way. If there are any civil servants who are uncooperative, unwilling or opposed to the policies or programmes, the party deals with them effectively in various ways. Denial of ration cards to the offending civil servants or even their physical liquidation is not ruled out. There is no such thing as serving elaborate memos on them and waiting for their replies or referring their cases to arbitration boards or courts of law and allow the organisational and administrative efficiency to be thrown to the winds. This is why in the socialist or communist societies removal of certain troubles in administration or attainment of certain targets such as land reforms or steel production are possible and the civil service will not play any tricks in the process. In a country like India if the civil servants are opposed to a certain policy like the distribution of land among the landless or prohibition, they can express their opinion in a variety of ways and the ministers or policy makers may find themselves in a position in which they can do precious little to help the situation. Disciplinary action is not effective enough and the genuine or fair concern for the rights and welfare of the civil servants as well as the civil service procedure can complicate and may render

almost impossible any programme of effective disciplinary action against the erring civil servants. Such a thing is inconceivable in a socialist or communist society. It is true that the bureaucrats in the socialist or communist societies may at times become irresponsible or arrogant. But this cannot be carried beyond a certain point and certainly not at the cost of the efficiency or implementation of the policies. So in this sense the business of O & M does not assume such a serious or critical importance in the context of the administration of the socialist or communist societies as it does in the case of the western capitalistic countries.

Having explained the liberal democratic or capitalistic context of the civil service or of the administration and work of O & M, we must state here the further assumption of improvability if not perfectibility of public administration or civil service by means of O & M. It is taken for granted that in the imperfect world of ours there is no perfection anywhere including in the field of administration or the working of the civil service. What we should search for and what is possible is the improvability of public administration or civil service. Now improvability or reformability is a relative term. By definition improvement is not perfection or ideality. Improvement always means improvement upon something. Improvement means that the administration becomes better from the state of its having been good or it becomes bad from the state of its having been worse. Improvement also has dimensions of time, profitability, losses, productivity etc. So improvement from one situation to another means more profits or fewer losses, more efficiency or less inefficiency, less expenditure of time and overall better quality of service or higher productivity. When we speak of O & M in the context of public administration or civil service, we speak of improvability in this sense of the term. It will be clear from this analysis that improvability of administration is relative to the situation of the tasks or jobs a particular administration is called upon to perform. A radical improvement or too much improvement is not implied here. In a public undertaking producing steel, we can think of improving the productivity of workers by better training and better motivation. This could be improvability in the Indian situation. But if we transport into the Indian situation a fully automated West German or American steel mill, then this is not improvability. Because the import is too radical or too much to be assimilated in the Indian situation. Further we have suggested here so far that improvability of administration is to be taken in the rather limited sense of the term and not in the complete or wider sense of the term. Improvability means improvability in terms of the mechanics of doing work and not the philosophy or the desirability or the wider issues connected with doing work in public administration. Given that a clerk in an office is to type about 20 letters a day and look after some 15 files, O & M is supposed to