

## Relationship Between the Efficiency and the Redundancy in Public Administration

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### Abstract

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*Redundancy means the excess or superfluity in something, which means the surplusage status ranging from the wasteful and excessive supplies, insignificant additions, to the surplusage in a legal pleading.*

*The emphasis of this study is placed on the changes in the rigidity in believing that the removal of the redundancy from the public administration is the best option in any case of the efficiency. In addition, the necessity of the overlapped organization should not be neglected by the concept of the efficiency. Indeed, it is necessary to correct the overlapped function of superfluity and ambiguity public administration, in order to remove the neglect conflicts between the organizations, to guarantee the inconsistency in the public administration and to ensure the efficiency in the public administration volunteering.*

### 1. Introduction

The demand in today's public administration has showed sharp rise that the government expanded, as the social function has become pluralized and complex especially with respect to the development toward the welfare state. However, in order to avoid exceeding the limited budget and still satisfy the basic needs of the people, it is true that the it is required to operate the efficient organization or management, and thus, the importance of the budget cut is emphasized these days. In the result, in pursuit of this efficiency, the administrative procedures have been streamlined. In the point that the simplified administrative procedures have the same context with the redundancy as the counter-concept. As looking into the problems in the public administration efficiency will allow us to be aware of the function or need for the redundancy, we

are to simply review the trends of the efficiency caused by the simplified administrative procedures, and then to examine and compare the problems caused by them, in terms of the redundancy. The research method of this study is to review the concepts of the administrative efficiency or redundancy, the reasonable ground, effect and the limit of the redundancy schemes, through the previous literatures and theories.

The pursuit of efficiency is taken for granted in today's public administration, and the limit of this study exists in the point that we should carefully deal with combining the redundancy scheme to the public administration. Accordingly, although this study should suggest the specific plans and backgrounds of the needs for the redundancy, it will only find out the applicability of the redundancy to the public administration for its purpose.

### 2. Theoretical background of public administrative efficiency and redundancy

#### 2.1 Concept of public administration efficiency

Generally, the public administrative efficiency means the percentage of output to input of the public administration. In the early public administration, the so-called 'mechanical efficiency' was emphasized as the concept to minimize the resources such as time, cost and personnel spent to increase the productivity. However, when 'human relationship theory' was on the rise, the social efficiency view emerged as the major issue claiming that the efficiency should be regarded in terms of the social terms including the realization of the human dignity and social purpose.

In the social efficiency view, it takes the efficiency issue after considering the human satisfaction and the relation between the purposes and means, and claims that the means to achieve such efficiency should meet its purpose. The evaluation on the efficiency is made by the percentage of input and output, but the result is not the absolute standard, but the long-term one.

From these points, when putting on more emphasis on the social efficiency rather than on the mechanical efficiency, we will find the redundancy in pursuit of long-term efficiency becomes more satisfying to the public administration.

## **2.2 Concept of redundancy**

### **2.2.1 Definition of redundancy**

Redundancy means the excess or superfluity in something, which means the surplusage status ranging from the wasteful and excessive supplies, insignificant additions, to the surplusage in a legal pleading. It also means the excessive duplication or too much talk, that is, the no useful duplication of the synonyms and sometimes the duplicative activity in superfluity.

In a certain system, if the elements and parts are excessive redundantly, this would be interpreted as the duplication status and regarded as non-economic and non-efficient state. In preparing an official letter or public administrative indication, the whole contents may be contained and customarily communicated without redundancy. Nevertheless, too detailed mentioning or legally inserted superfluity regarding the requirements may cause the red tape as one of the example of the redundancy.

However, such non-efficiency and adverse effect depend on when the redundancy provides other more important functions. The safety, reliability, or accuracy takes important role for the public administration no less than efficiency, to which the redundancy supplements.

The redundancy was applied to supplement the lack in the accurate knowledge on the fundamental phenomenon or lack in the confirmed available data on the material use. In the result, the redundancy increases the safety, reliability and predictability by preventing the possibility of error. Accordingly, the redundancy is recognized as necessary duplication.

Such redundancy includes overlapping, duplication and equipotentiality and so on.

### **2.2.2 Justification of redundancy**

Redundancy associated with overlap and duplication had been once thought as causing the non-efficiency. Its importance was recognized and justified step by step in the massive modern society and organization, when it started to account for the important position in the public administration area, especially in the theory of organization and gained the high applicability to the organized society.

The redundancy has contributed to mainly acquiring the reliability, accuracy or stability. In this context, the redundancy in the social system is supported by the principle of "Two heads are better than One". As the thoughts or behaviors coming out from one individual may not be completely perfect or reasonable, the decisions made based on the duplication may supplement the defects of the human being arbitrary decision.

This is the same in terms of the organization. As one system, any organization component is not completely perfect, keeping the interactive operation relations all the time. However, each system component has the possibility of deviation, and the redundancy covers the very point to smooth the operation of the organization as the whole one.

It is clear that the reasonable choices are better than unreasonable ones in whatsoever area or job. However, especially under the uncertainty of the policy making, even reasonable decision may turn unreasonable in the process, and includes the possibility of error all the time. That is why the redundancy is required.

We commonly call today as the age of uncertainty. As the human being knowledge and information are incomplete and uncertain, there are possibilities of unpredictability and error. Such error possibilities have the unrecoverable and fatal defects, and only redundancy is the only means to face them. Today's policy making process places the importance on the process, not allowing even smallest error, in which the redundancy is justified.

The redundant scheme plays the function more than supplement to the system.

Accordingly, in order to avoid committing such errors, the redundancy provides the accurate knowledge and information, and covers the defects of today's organization and human being that need the predictability, so that the policy making and execution may be more reasonably implemented.

### **2.2.3 Effects and limitations of redundancy**

In dealing with the complicated accounting, if people calculates with the abcs instead of the computer, it would be regarded as non-economic and non-efficient. However, the machine only calculates as the human being inputs, but does not tell anything more than that. To the contrary, working together and learning from each other may be non-efficiency, but may contribute to the development of both themselves and the organization. Working together resolves the problems in greater social level that may not been calculated economically.

It is so clear that more creative and innovative ideas come from when consulting and discussing with together rather than from working the same thing independently.

This is the same in the organization as well. Accordingly, such working method secures not only creativity but also reliability. That is, the redundancy prevents the error possibilities within the organization, to enhance the reliability and aptitude to the system. The existence of the redundant scheme can find the error possibility in advance.

Any component forming the organization is not perfect and there is possibility of failure in the relations with itself and others. Accordingly, any organization contains the anxiety and danger and Von Neuman

thought the only scheme resolving such anxiety was the redundancy.

Numerical increase in redundancy reduces the possibility of failure in terms of the exponent. It is clear there is the constant proportion between the redundancy, organization reliability or safety to some degree. We feel more psychologically safe with the more duplication properties, as there is more important function within the organization.

The redundancy secures the accuracy of the information. The pluralized and competitive information system allows the users to secure as much as accurate information. In addition, as the transferred information requires higher reliability, the redundancy may be applied because the transfer is made with little error and ambiguity.

Accordingly, the redundancy may ensure the reliability, aptitude, safety, creativity and accuracy.

However, in spite of such functions, the redundancy has also a lot of problems and limitations as its concepts mean. In the proverb saying "Too many cooks spoil the broth", the problem of the redundancy is well expressed.

Even though we accept the function and need for the redundancy, we can apply it only to the necessary parts and areas to the necessary extent, not all the time or entirely. The superfluity duplication, surplusage or insignificant additions becomes only non-economic and non-efficient, which are the worst enemies in terms of today's public administration management. Accordingly, the redundancy has the room to apply only to the necessary duplication and overlap.

In addition, the limitation of the redundancy is caused by the limited resources. That is, the limitation is created from the relation between the effect of no installed redundancy and the cost required for such installation. When the damages from the non-installed redundancy exceed the installed redundancy, it is no need to install it.

However, the effect is much related to the psychological and mental one, and the effect is difficult to be compared with the cost.

In addition, we may raise the limitation in the operation. The function overlapping in and out of the organization always contains the possibility of the conflicts with each other. Generally, when the function advanced or underdeveloped properties, there is no possibility of conflict, but the problem will come when the function is performed simultaneously. The redundancy faces its own limitation when the government authority tries to provide the same service or same authority to the same group. However, there will no other way except to resolve it with the mutual consultation and adjustment in case the redundancy is not changeable.

### **3. Problem of the administrative efficiency and its comparison with redundancy**

#### **3.1 Problem of administrative efficiency**

The administrative efficiency is not the top priority among the concepts that public administration seeks for. Accordingly, the savings in the expenses may not interfere with more important concepts in the public

administration. It will turn out to be non-efficient when only efficiency is sought in the administration and other important value is abandoned.

For example, there may be negative effects caused by reducing the important research agencies or remove the overlapping to make more reasonable policy decisions. The conventional overlapping had been thought as inefficient. But more recently, the idea emerged claiming the overlapping properties should be maintained. For example, there are many agencies (information agencies or research centers) that place emphasis on the originality and new knowledge.

Accordingly, the efficiency itself has no meaning in the public administration. Instead, it may be the means to secure the democratic properties, and the simplified efficiency neglecting the democratic properties should be reconsidered in this point. The overlapped redundant scheme rather achieve the democratic concept as well as greater efficiency in the end.

#### **3.2 Comparison between the administrative efficiency and redundancy**

Today, the public administration efficiency that reduces, integrates and removes the non-efficiently and unreasonably duplicated structures, tasks or operational procedures is desirable in terms of the public administration management. However, the problem is that we become too leaned toward the efficiency, in the result, neglecting the installation of necessary organization, or even not recognizing such point.

It is clear that the public administration efficiency and the redundancy are contrary to each other. However, it is wrong to think the redundancy such as the duplication overlapping as the superfluity, and to determine the efficiency in the public administration as justifiable and unavoidable. Especially in the unpredictable era of this day, such idea should be swept off. It is because the redundancy increases the reliability, accuracy and aptitude that may be recovered with some degree of non-efficiency.

Still, the redundancy does not entirely cause the non-efficiency. There is the room for the redundancy to be reconsidered in terms of the public administration.

The public administration have factors seeking for the efficiency as well as seeking for the overlapping. The explanation can be suggested in the logics of the change and stability. That is, in some cases, there are the situations where the logic of stability takes priority, in other cases, there are the situations where the logic of change does. Therefore, too much changes in the stability-based situations will bring about the accelerated chaos in the politic state, to the contrary, the hesitated or avoided changes in the changing-required situation will lead to the deadlock in the politic status.

It is the same in case of redundancy and efficiency. It is possible to ensure the reliability or safety in the public administration through the duplication of the organization or procedure rather than the efficiency. But, there may be some situations that needs other considerations. However, it is clear making it efficient is absolutely important in the public administration, but claiming the validity of the redundancy does not mean the denial of the efficiency, but the overlapped

organization or procedure as much as necessary in the specific area.

Today's vast government structure indeed have functional duplication. There are the duplication to be removed to ensure more efficiency. But there may be other cases caused by other needs. From a certain aspect, the duplicated organization is used for more efficient public administration. And that is why the redundancy is applied to the public administration system. Accordingly, it is too difficult to remove the duplication without any other causes except for the efficiency, which will cause the adverse effects. As the duplication of the functions may help the political implementation, it is desirable to resolve the troubles of the duplication through the cooperation and coordination between the concerned departments rather entirely through the efficiency.

The simplified administration organization is just a part of its objectives. Accordingly, If simplifying the public administration organization makes it impossible to perform the tasks required by the national public administration or achieve the efficiency, rationalization, and democratization, the efficiency policy will lose its effect. If we can neither install nor improve the organization due to the simplification of the public administration, even knowing its definite necessity, it has even possibility of non-efficiency or wasteful budget. It becomes more clear from the opinion by M. E. Dimock who understands the organization reformation in the cultural, social and chain-connective relationship.

He says the principle organization should be evaluated based on the possibility of contribution to achieve the social goals, and the convenience in the public administration should be always secondary. Accordingly, as the secondary goal, the economic and efficient promotion may not make the government function stop.

This is applied to the simplified tasks as well as to the public administration, which not deviating from the principle of management. That is, even simplification plan expecting the best results, should not neglect the principles in action plan. Since it is expected to have adverse effect than the good result, we should neither take only simplification as importantly nor neglect the necessary steps.

Also in case of the simplification to carry on the reasonable policy, we can get the better solutions by simplifying the organizations, works and procedures. In most cases, we can ensure more efficiency and saving by changing the procedures or implementing the rationalization, that is easier and less serious. From the point of the redundancy, the simplified task to remove the duplication seems more efficient and reasonable unless it removes the necessary procedures. Accordingly, the justification is given to the task simplification itself even without the consideration required by the simplification of the organization. However, in the implementation process of the simplification of the organization, the redundancy scheme, namely, whether the overlapped organization will exist should be taken into consideration, with the comparison with the convenience of people.

## 4. Conclusions

In the public administration, the redundancy increases the safety, reliability and predictability in the system by preventing the possibility of error. Because of this reason, the redundancy is gaining the interest from the information theory, cybernetics and the public administration. Accordingly, the applicability of the redundancy theory on the public administration was examined in this paper.

The emphasis of this study is placed on the changes in the rigidity in believing that the removal of the redundancy from the public administration is the best option in any case of the efficiency. In addition, the necessity of the overlapped organization should not be neglected by the concept of the efficiency. Indeed, it is necessary to correct the overlapped function of superfluity and ambiguity public administration, in order to remove the neglect conflicts between the organizations, to guarantee the inconsistency in the public administration and to ensure the efficiency in the public administration volunteering.

However, since the redundancy as the duplication between the agencies may be necessary for the purpose of control, prudent decision-making and strengthened cooperation in the execution, especially for the information agencies and research centers that place the importance on the uniqueness and new knowledge, we can secure the reliability, accuracy, safety, aptitude and creativity by more widely applying the theory of redundancy to the public administration. Finally, this will turn out to increase the effects of the public administration, provide the social goals and provide people with the bigger volunteering and convenience.

## 5. References

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