



## Generic View of Public Administration

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**ABSTRACT:-** Most social scientists now publicly consider the scholarly work of Professor J.J.N Cloete extremely rational and practical, and believe that it can be made operational in any institutionalized frame of reference. He outlines the six main administrative categories listed by him, namely, policy, organization, finance, personnel, procedures and control, which make up the subject of this article.

**Keywords:-** main administrative categories, rationality, practicality, institutionalized frame of reference.

### I. INTRODUCTION

Public administration as a complex and polymorphous activity is viewed as the most collective team which comprises the six generic processes: namely, policy, organization, finance, personnel, procedures and control, which are common in any institutionalized frame of reference be it locally provincial, national or international government and administration.

### II. PURPOSE OF THE ARTICLE

This article demonstrate the generic view of administration and also of public administration by briefly explaining to main categories.

### III. BRIEF EXPLANATIONS OF THE MAIN CATEGORIES IN PUBLIC ADMINISTRATION

Public administration, which is a complex and polymorphous aspect of the larger field of administration [M. Laximikanth, 2006:1-3] and which exists in a political system for the accomplishment of the goals and objectives formulated and adapted by the political decision makers [S. B. M. Marume: 1988 and 2015], comprises six generic processes, namely, policy, organisation, finance, personnel, procedures and control [J. J. N. Cloete: 1967, 71, 77, 81, 85 and 1994]. These generic processes are briefly explained as follows:

#### 3.1 Policy [Policy and Public Policy Analysis]

In his book Professor J. J. N. Cloete one of leading social scientists, gives the following explanation of policy and the definition of policy:

“When an objective is announced in the public sector the announcement is usually referred to as statement of policy. The process of events preceding the announcement is known as policy determination” [Cloete, 1967:57]. Professor argues that no public activity can be attempted without the stipulation of a clear objective and proper policy. In the most contemporary state the supreme objective can be stated as the “advancement of the general welfare’, but the supreme objective usually branches into multiplicity of sub-objectives, which in turn produce sub-sub-objectives. Hence, in these states there is an overall policy, burgeoning into numerous sub-policies, and sub-sub-policies. Both Professor Cloete and Professor E. N. Gladden a leading British public administration scientist, agree that there are four levels of public policy, which are:

- a. a political policy
- b. an executive policy
- c. an administrative policy, and
- d. an operative policy (i.e. policy at the working level)

In the formulation of policy several factors (which are to be dealt with more fully later) have a decisive influence. In Cloete's illustrious work they are listed as follows:

- a. circumstance such as technological development , population growth and urbanisation, crises, natural disasters, wars and depressions, international relations, economic and industrial development;
- b. public needs;
- c. policies of political parties;
- d. activities and representations of interest groups;
- e. personnel views of political leaders and
- f. research and investigation together with views and personal experience of state officials [Cloete:1967:58].

These are important factors and must receive due consideration in the definition of political objectives and policy. They do not apply in smaller frames of reference such as a village post office. Since policy-making is essentially an activity involving the making of decision at all governmental levels by any public official or political office-bearer, the factors affecting decision making will equally affect policy-making. Some of these are:

- (a) quantifiable factors such as availability of technological resources, available manpower in the institution, cost-benefit relations, and financial resources.
- (b) non-quantifiable factors such as stated policies or political parties, community values, personnel knowledge, experience and disposition and quantitative features of the quantifiable factor.

Any policy assumes administrative significance only when it is converted into a programme of action; in other words, legislation or budgets to be implemented. Bear in mind that an officials approach to the implementation of policy is of fundamental importance, for his personal interpretation and execution of legislation or commission may result in an extension of the scope of such legislation or commissions, whereas an officials failure to carry out specific legislative measures or injunctions may ruin all possibility of the effective realisation of the institutions' objectives.

### **3.2 Finance and Financing [Public Financial Administration]**

Public officials are pat to lose sight of the fact that all administrative-actions have a direct or indirect financial implication. Even a form consigned to the wastepaper basket because of some small error has an indirect financial implication.

In its global context with, say, the central government as the frame of reference, the financial process employees a multiplicity of institutions and officials. Although the budget can be traced as an annual occurrence we must bear in mind that the financing of state operations and the collection of revenue are continuous processes. Because finances are often subject to serious abuse, and because financial statements and reports are sensitive parameters for administrative practice, executive bodies commonly employ cumbersome procedures for calculating and recording expenditure to ensure that every cent has been accounted for.

In a global context financing involves several state departments and officials – the Treasury, the Departments of Internal Revenue, the Controller and Auditor General. Everyone on these bodies has its own administrative procedure for attaining its specific institutional objective.

At provincial and municipal level financing is no less involved, especially In regard to revenue, for he tax resources of provincial and municipal authorizes are not unlimited. Thus, to obtain a practical ratio of available revenue to the comprehensive field of need gratification call for careful though and consideration. In the more advanced courses in our subject we give a more detailed account of the financial aspect of the administrative process.

### **3.3 Personnel [Public Personnel Administration]**

As soon as a country has evolved an extensive administration infrastructure to maintain its rate of progress, highly trained personnel becomes essential in public institutions. This fact receives pointed confirmation in the following extract:

“When a country adopts modern technological methods to foster it's economic and social development, the government's duties become so complex that they cannot be let I n incompetent hands. Trained and competent persons are required to deal with such difficult and highly specialised matters as economic and social fact-finding and analysis, financial management, bridge and dam construction, industrial development, or the administration of housing and social welfare of health, education and agriculture. A career service based on merit and fitness lies at the heart of modern public administration.”

The problem facing modern public administration is not confined to the recruitment of personnel; it extends to the most profitable utilisation of members In accordance with individual capacity and competence. Closely associated with this are decisions pertaining to salary grades and levels of remuneration, regulations

governing promotion, posts and conditions of service. These measures are of vital importance, as we can gather from the following statement, made by an authority on the subject:

“Government faces the problem of recruiting and holding capable and skilled people in the public service. The professional satisfaction and rewards which government career system can offer, in comparison to other alternatives in society, are indicators of the kind of civil servants have to work with” [United Nations, 1961:34].

### **3.4 Organisation and Organising [Public Organizational and Organization Theory]**

No institutionalized association of people can function without institutional regulations governing their organisations. From now on, and always throughout your course, you must avoid equating “organisation” with “Institution”. For semantic reasons the terms cannot be regarded as synonymous. “Organisation” implies measures relating to interacting relations and conduct of individuals or groups of individuals in an institution. Therefore an institution is not an organisation, though every institution has an organisation, i.e. a structure of relationships, an order of precedence.

In all formal human relations some individuals are charged with issuing instructions and other with carrying them out. Relations of this nature call for meticulous detailing of institutional aims, powers, delegated authority, area of functional operation, and other, similar requirements for organisation. The essential significance of organisational arrangements is well defined in the following passage:

“... organisation of a government is not an end in itself but a means for the achievement of national objectives. Its purposes are twofold. The obvious purpose is to allocate the tasks of government so that they will be performed in a manner that is both efficient and economical, with a minimum duplication and overlapping. Equally important, but less obvious, is the second purpose, which is to define the areas of authority and responsibility of administrative units so that they may be properly subject to constitutional and political controls. A sound scheme of administrative (SIC) organisation must not only prevent duplication, friction and waste of effort, but must also safeguard constitutional guarantees and encourage flexibility and responsiveness to new policies and programmes.” [O'Donnell:1966:165].

Nowadays any formal unit of an institution is represented by explanatory organisational and functional diagrams, but this is by no means the end of the function of organisation. The best of diagrams is at most an instrument for making organisational arrangements. The informal aspect of the organisation of an institution is the generating source of its dynamism, requiring basic knowledge of social conduct and behaviour. We shall deal more fully with this matter in subsequent course.

### **3.5 Procedures and Methods [Methods and Procedures]**

The expanding activities in the public service, the mounting stacks of paper work, the frenetic advance in technology, and the constant research into the “tools of administration” require ever more searching inquiry into existing procedures and methods of public institutions. Public servants are prone as the rest of mankind to continue with procedures and methods that have kept them out of trouble for years. Soon stagnation and inflexibility set in at such a rate that old “established” procedures (precedents) are soon dignified with the title operative working policy. Unremitting revision and renewal of procedures and methods are indispensable for procedures and methods are constantly affected by the following factors:

- a. The adjustment of authority-in-action to the community.
- b. Technological progress, represented by computers, automatic mail-sorting machines and other labour-saving devices.
- c. Social scientific progress.
- d. Development in the administrative sciences, particularly in the domain of “management science”.
- e. Demands for the combating of discrepancies, inflexibility and deviations.

This process is usually entrusted to work-study officials, efficiency experts, investigators of system-analysis or O and M officials, but this certainly does not exempt line functionaries from the necessity for renewal and revision. In effect, they are best placed to observe procedural deficiencies and try out new procedures and techniques.

### **3.6 Control and Checking [Control Measures and Evaluation Methodologies]**

Once the administrative processes have run their course, the results of administration, that is, the output or product must be evaluated in the light of the formulated objective and policy. Specific control measures can be used from time to time to ascertain whether or not the desired goals are being kept in sight. Control measures include;

- a. ratification or confirmation of concluded transactions;
- b. right of appeal, in circumstances where a citizen considers himself unjustly treated by official action;
- c. auditing of accounts and other statistical returns;

- d. personal inspection to acquire first hand information;
- e. ordained procedure for submitting reports; and
- f. written expositions of procedures and methods.

Control comprises two salient features: control of objective statistical data and control of subjective evaluative data such as the following: on date m a seven-story building x must be completed, an expenditure of q. the latter type of control embraces a number of involved deliberations not statistically quantifiable, such as raising the standard of education or an general improvement In health services. Examples such as these are most commonly found in the domain of political office bearers, but public administrators are by no means exempt from this type of control, for it is their duty to provide the political office bearers with information that may be used for purposes of control.

#### **IV. CONCLUSION**

Public administration an aspect of the larger field of administration exists in a political system and consists of the six substantive elements or generic processes namely, policy, organization, finance, personnel, procedures and control.

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