



Organisation And Organising In Public Administration

Dr. S. B. M. Marume,
BA, Hons BA, MA, MAdmin, MSoc Sc, PhD

Received 02 June, 2016; Accepted 20 June, 2016 © The author(s) 2014. Published with open access at www.questjournals.org

ABSTRACT:- Public administration scientists and scholars who are advocates of the generic view are agreed that the elements, administrative process consists of six elements. One of such is organisation which forms the focus of attention in this article. What it means is that the problems of primary elements of public administration will be examined. Organisation is primary because in public administration the integrative, directing activity cannot take place until personnel are grouped or organized for action. In other words, we should look at the problems relating to the establishment, cooperation and coordination of government institutions as the executive institutions, of the institutional framework of public administration.

Keywords:- primary element, organisation, organized for action, establishment and coordination, government institutions, and institutional framework.

I. INTRODUCTION

Public administration scientists and scholars who are familiar with the generic view will realize that the administrative process consists of six elements. One of such elements is organisation which forms the focus of attention of this article. What it means is that the problems of primary elements of public administration will be examined. Organisation is primary because in public administration the integrative, directing activity cannot take place until personnel are grouped or organized for action. In other words, we should look at the problems relating to the establishment and coordination of the institutions of government, of the institutional framework of public administration.

The activities of the modern public services are the logical consequences of directives to implement the objectives laid down by the legislature. The executive, composed of cabinet ministers who are members of the legislature and, at the same time political heads of the various executive institutions, is vested with the responsibility of ensuring the realization of the policy aims and objectives determined by the legislature. To be able to play their various parts in the great task of promoting the welfare of the communities, ministers as well as executive institutions must be grouped and arranged in a specific way and relations established between them according to hypotheses, empirically tested diversity displayed by their various tasks, they will be able to cooperate as a team striving towards the same ends objectives. The process by which this cooperation and uniting of powers to act is secured is commonly referred to as organising.

II. PURPOSE OF THE ARTICLE

The purpose of this article is to obtain a clear and workable understanding the subject – matter through

- a. Defining and explaining the concepts of organisation and organizing
- b. Briefly and carefully outlining the factors contributing to efficient and effective organising and organization in public administration.

III. THE TERMS ORGANISATION AND ORGANISING

3.1 Definitions Of Terms Organization And Organizing

The relevant questions are:

What is organization?

What is organising?

Attempts to answer the raised questions are stated as follows:

Firstly, the following scientists and scholars have contributed to a clear understanding the terms of organization and organising in public administration:

J. J. N. Cloete	B. J Roux	P. S. Botes
D. F. S. Fourie	W. L. J. Adlem	S. B. M. Marume
W. Fox	Ivan H. Meyer	J. M. Millet

Secondly, the raised questions are answered in terms of the specific contributions of the specific scientists as stated below.

W. Fox and Ivan H. Meyer [1995:90] define the term organisation as:

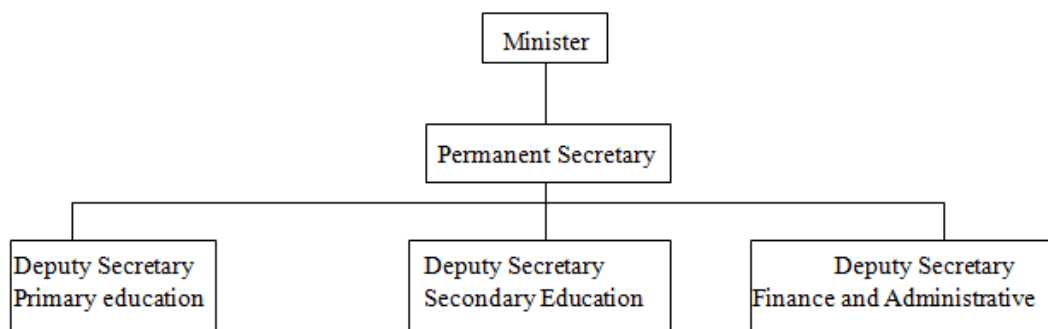
- a. a cooperative and essentially dynamic system in the process of continual adaptation to its physical, biological and social environments, while pursuing objectives.
- b. an open, dynamic and complex system of cooperation that coordinates the actions of its members to enhance individual effort aimed at goal accomplishment. Elements of organization include the human elements, physical environment, work units, resources, boundaries and consumers.
- c. an organic social – technical entity
 - Which is mission driven and goal directed;
 - Which at any given time has a deliberately structured actively system;
 - With an identifiable boundary or boundaries;
 - Which has *generalized* and specific task *environment(s)*; and\which has various internal and *external actors* and stakeholders with *specific needs* and expectations in exchange for contributions to the organisations survival, growth and development.
- d. *a complex system that internationally coordinates the actions of its members to accomplish specific purposes.*
- e. *an open, dynamic, purposeful social system of cooperation* designed to enhance individual effort aimed at goal accomplishment, consists of the *human elements, the physical element, the work element, and the coordination elements; transforms resources into outputs for users.*

Professors W. L. J Adlem and D. F. S Fourie [1981] renowned South African public administration scientists, rightly state that the term *organization has two meanings*, namely, *a pattern or a structure, on the one hand*, and a process, on the other hand. These *two meanings* are further explained below.

3.1.1 A Pattern Or Structure

The term *organisation* indicates how the various parts making up a whole fit into the structure of that whole and how they are linked together, For example, the biologist speaks of the constitution of a plant or an animal, and the student of administration speaks of the organisations of a department. In this sense the word indicates the *pattern* in which the different parts are arranged in the whole – be it plant, animal or department. As a rule this *pattern* can be illustrated of explained by a diagram. In this connection, the Oxford English Dictionary [1961:195-6] *defines organisation as a systematic arrangement for a definite purpose. An organized structure, body or being; and organism and says that to be organized means formed into a whole with interdependent parts; coordinated so as to form a system or orderly structure; systematically arranged.* As an example, one can speak of the organisation of a government department or institution. The Ministry of Primary and Secondary Education as having at the top, minister, then permanent secretaries, and so on.

Figure 1: Ministry of Primary and Secondary Education



From the above illustration, it may be deduced that organisation is systematic arrangement of the parts of a whole which is this case in the Ministry of Primary and Secondary Education, a government institution, or a corporate body or entity. We now move to look at the process.

3.1.1 Process

- a. On the other hand, the term organisation indicates a process, such as the process of reorganizing an existing institution, or that of creating a new institution such as a government department. For example, at the independence in the 1940s, 50s and 1960s of a number of former colonial states both in Asia, and Africa, efforts had to be made to organise new public services and since then there has been constant reorganization of government departments in these new nations. In this sense the word has to do with the relations who arise from the reciprocal dealings between bodies and persons working together towards a definite goal. The Oxford English Dictionary defines this as the action of organising or putting into systematic form; the arranging and coordinating of parts into a systematic whole [1961:195 – 196].
- b. As a rule its context will show whether the word denotes a pattern or a process but one may distinguish by speaking a organising (process) and organisation (pattern or structure), although there is no justification except convenience.
- c. In its formal sense the word organisation means the orderly above the mere parts of a completed whole. In fact, over and above the mere arranging, the meaning has a bearing on the movement of and between the coordinated or arranged parts of that whole system. This aspect of organisation or organising is usually worked out at the same time.
- d. One of the important tasks of public administrators is to apply their skills and wisdom to the process of organization and to coordinate the components in units which will produce the maximum results from the available materials. Sound organising is very closely related to the effectiveness with which the units function. Poor organisation is where the components do not dovetail, where there is duplication of functions, where responsibility is not vested in specific persons, where there is lack of coordination and efficient control as well as lack of proper delegation and balance, leading inescapably to a waste of energy and materials. In such a situation there is confusion and in consequence ineffective action. When this happens the principle of efficiency cannot be realized [Adlem and Fourie, 1981].
- e. Because of its many and varied activities the life of a modern society/state is affected by an endless variety of organized institutions. Let us think of Zimbabwean parliament, government departments, courts, provincial and municipal institutions [Marume; 2015]. Each of these institutions is necessary to organise some facet of the activities of the state, but they did not emerge without a set purpose. Before a state activity can be undertaken, there must be a need or a problem and the community must be aware of it and accept it as a need or problem. When this stage of awareness is reached, action of some kind is demanded [Adlem and Fourie, 1981]. When the matter falls within the scope of the state's duties, the state will as a rule pass the necessary legislation and give instructions that the matter is attended to by one of its existing institutions, or it may create a new institution for this purpose. [Adlem and Fourie, 1981]. This is the process of institutionalization or proliferation of institution. [Marume: 1983 and 1988].
- f. As other problems or needs are recognized, further institutions are created to deal with the work connected with them. In this way a variety of institutions and bodies is established, each taking care of a particular aspect of the state's activities. Where the state is a large entity, all these institutions and bodies should be brought into close association to complement each other and act as a unit. Structures such as the public services are built up by the creation of various departments and institutions which work together as teams to meet the requirements of the communities. As circumstances change there must be adaptation and existing institutions should be reorganized to meet changing requirements. It is the special task of organizers to create appropriate links between the components and to ensure that they meet the requirements of the times. In this way structures are built up whose components are so related and arranged that the institutions function effectively [Adlem and Fourie, 1981].
- g. Where multiplicity and variety are characteristics of state activity it will be realized that planned action is necessary for any large complex system of institutions. This development of method in the activities of a large institutions is what is called organisation, the wider application of all the principles and techniques used in human affairs and the use of all available means at the disposal of the community to make things function according to plan for the achievement of set policy aims and objectives [Marume: 2015].

It appears appropriate that, having adequately defined and explained the terms organisation and organising in the light of the pertinent concepts of pattern or organized structure, on the one hand, and process, on the other hand, it is necessary to outline very briefly the factors that contribute to efficient and effective organizing and organization of existing or created executive institutions in public administration.

3.2 The Factors Contributing To Efficient Organisation

From the extensive scholarly contributions of and by renowned academics, namely, J. M. Millet (1967), J. J. N. Cloete [1967, 71, 77, 81 and 85], B. J. Roux (1970 and 71), P. S. Botes (1981), D. F. S. Fourie and W. L. J. Adlem (1981) and S. B. M. Marume [1983, 88 and 2015], it can be authoritatively stated that the factors contributing to effective and efficient organization in public administration are those structural and procedural features found in every planned human activity which, it has been established, can be applied to better advantage in a variety of circumstances. These factors have developed out of many years of experience of many undertakings, and experimentations. These factors supply a useful guide for creating new institutions and for reshaping the activities of existing ones in both public and private sector institutions in democratic societies.

Firstly at a specific moment in the life of any given institution, the factors will depend on the circumstances in which the institution is placed and on the aims and objectives towards which it is striving at that time. Hence, when factors are duly considered in a given situation other factors are frequently decisive and the desirable factors have perforce to cede. For instance, although delegation is a very important factor in organising, it may not be possible to apply it for lack of capable public administrators, that is, a common situation in most developing or underdeveloped societies. It would then be more practicable to leave authority in the hands of one capable official than to delegate it to incompetent subordinates. The lack of competent public administrators is the ruling factor in this situation, making delegation impossible.

Secondly, whatever the circumstances, the systematic study of organisation as a facet of government administration aims at determining those universal contributory factors which have to be applied to achieve the government's objectives. Our task as public administration scientists and scholars is to discover what features in the creation and coordination of the components of a large – scale institution – whether private or public – are most conducive to the efficient and effective functioning of the of the institution harmoniously as a unit or a system

Thirdly, from various studies on organisation and organisational theory and practice, a list of specific factors that can meaningfully contribute to effective and efficient organisation may be identified as follows;

- recognition of a need: means a problem must be identified, explained, correct and adequate facts collected and then take action.
- establishment of bodies to meet the needs: this means once a definite need or problem has been recognized, it is necessary to establish a body or institution to attend to the problem.
- establishment of authority: that means as soon as two or more people are working together to reach a particular goal, there is a process of organising. When an institution comprising more than one unit or person, it becomes necessary for the power to control it.
- preservation of the unity of authority: it is an accepted requirement of the process of organising that the unity of authority in the organisation of the institution should be observed at all times.
- range or span of control: this means unity of authority is a fundamental requirement in organisation.
- delegation: here the person in charge confers authority on his/her subordinates to act on their own within certain limits.
- Centralization and decentralization
- Control and supervision
- flexibility
- cooperation and coordination

SUMMARY

It is self – evident that organisation is a primary element of public administration and that it has two supportable meanings, namely, pattern or structure, and a process. And on the basis of years of practical experience, and from reputable studies, a number of factors contributing to effective and efficient organization and organizational theories and practices can be identified and enumerated for completeness of systematically treating this article.

BIBLIOGRAPHY

- [1]. G. A. Almond and J.S. Coleman: The politics of the developing areas: Princeton University Press, 1960.
- [2]. J. J. N. Cloete: Introduction to Public Administration: Pretoria: J. L. van Schaik, 1985.
- [3]. W. Fox and Ivan H. Meyer: Public Administration Dictionary: Juta & Company, 1995
- [4]. S. B. M. Marume: Public Administration: special contemporary problems and challenges; LAP Lambert Academic Publishing, Berlin, Germany, 2015 [ISBN 978-3-659-75883-6]
- [5]. S. B. M. Marume: Normative factors in public administration: LAP Lambert Academic Publishing: Berlin, Germany 2015 [ISBN 978-3-659-49921-0]
- [6]. S. B. M. Marume: SADCC administration of economic programmes with reference to food and agriculture programmes: unpublished PhD (Public Administration) thesis: California University for Advanced Studies, State of California October 1988.
- [7]. D. Waldo: Perspectives on Administration: Alabama: Alabama University Press, 1956.

Profile of contributor and photograph



Samson Brown Muchineripi Marume: a former senior civil servant for over 37 years serving in various capacities of seniority and 10 years as deputy permanent secretary; thirteen years as a large commercial farmer; well-travelled domestically within Zimbabwe; regionally [SADC countries: Angola, Botswana, Lesotho, Malawi, Mozambique, Mauritius, Swaziland, South Africa, Namibia, Tanzania, Zambia and DRC]; and Africa [Kenya, Ethiopia, Sudan, Egypt, Nigeria, Ghana, Libya, and Uganda]; and internationally [Washington, New York and California in USA; Dublin and Cork in Irish Republic; England in United Kingdom; Netherlands, Frankfurt in Germany; Lisbon in Portugal; Spain (Nice), Paris in France, Geneva in Switzerland, Belgrade in former Yugoslavia-; Rome and Turin in Italy;

Nicosia – Cyprus; Athens – Greece; Beijing and Great Walls of China; Singapore; Hong Kong; Tokyo, Kyoto, Yokohama, and Osaka, in Japan]; fifteen years as management consultant and part – time lecturer for BA/BSc and MA/MBA degree levels with Christ College- affiliate of Great Zimbabwe University and National University of Science and Technology; six years as PhD/DPhil research thesis supervisor, internal and external examiner with Christ University, Bangalore, India [2011 – 2016]; and Zimbabwe Open University; external examiner of management and administrative sciences at Great Zimbabwe University (2016 – 2019); currently senior lecturer and acting chairperson of Department of Public Administration in Faculty of Commerce and Law of Zimbabwe Open University; a negotiator; a prolific writer who has published five books, prepared twenty five modules in public administration and political science for undergraduate and postgraduate students, and published over sixty referred journal articles in international journals [IOSR, IJSR, ISCA – IRJSS, IJESR, MJESR, IJESI, IJBMI, IJHSS and Quest Journals] on constitutional and administrative law, public administration, political science, philosophy, Africa in international politics, local government and administration, sociology and community development; vastly experienced public administrator; and an eminent scholar with specialist qualifications from University of South Africa, and from California University for Advanced Studies, State of California, United States of America: BA with majors in public administration and political science and subsidiaries in sociology, constitutional law and English; postgraduate special Hons BA [Public Administration]; MA [Public Administration]; MAdmin magna cum laude in transport economics as major, and minors in public management and communications; MSoc Sc cum laude in international politics as a major and minors in comparative government and law, war and strategic studies, sociology, and social science research methodologies; and PhD summa cum laude in Public Administration.