

ORGANIZATION

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INTRODUCTION:

- ◉ The effectiveness of any administration depends mainly on proper organization.
- ◉ There can be no administration , if there is no organization to run it.
- ◉ Organization is the basic tool by means of which the whole administrative process is kept moving.(Dimock)
- ◉ Administration is a cooperative effort of a group of people for the realization of a common purpose.
- ◉ Organization is the necessary framework which facilitate proper utilization of men material and money for the achievement of goal.
- ◉ Thus, organization is an essential element of any administration.

MEANING OF ORGANIZATION:

- ◉ The term organization is derived from the word 'organicism' which means an organized body of interdependent parts sharing common activity.
- ◉ Organization means the act of putting things in working order to reach a goal.
- ◉ In PA, the term organization is used in three different ways
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 - 1. The act of designing the administrative structure,
 - 2. Both designing and building the structure, &
 - 3. The administrative structure itself.
- ◉ These three views represents a mechanistic or structural view of organization in the sense that they do not convey the idea of human relationships.
- ◉ However, an organization is both a structure and a set of human relationships.

DEFINITIONS OF ORGANIZATION:

- ◉ Different writers have highlighted different aspects of organization. Some of them are given below –
- ◉ “Organization is the form of every human association for the attainment of a common purpose.” **J.D. Mooney.**
- ◉ “Organization is the formal structure of authority through which work sub-divisions are arranged, defined and coordinated for the defined objective.” **Luther Gullick**
- ◉ “Organization is the arrangement of personnel for facilitating the accomplishment of some agreed purpose through allocation of functions and responsibilities.” **L. D. White**

DEFINITIONS OF ORGANIZATION

- ⦿ According to **L.D. White**, an organization has **three primary elements** viz, persons, combined efforts and a common purpose.
- ⦿ According to Herbert Simon, the **functions of an organization includes** dividing work among the members, formulating standard practices, providing a communication system, transmitting decisions and training the members.

CHARACTERISTICS:

- According to Nicholas Henry the characteristics of an organization are –
 1. They are purposeful, complex human collectivities.
 2. They are characterized by secondary or impersonal relationships.
 3. They have specialized and limited goals.
 4. They are characterized by sustained cooperative activity.
 5. They are integrated with a larger social system.
 6. They provide services and products to their environment.
 7. They are dependent upon exchanges with their environment.

PRINCIPLES OF ORGANIZATION:

- ⦿ Organization is rightly regarded as the backbone of any management for its efficient functioning.
- ⦿ For the proper and rational operation, an organization should be based on certain fundamental principles.
- ⦿ These principles are guidelines and important steps necessary to run any organization of a business or government.
- ⦿ If these principles are properly followed, it will lead to the establishment of a sound organization.

PRINCIPLES OF ORGANIZATION ..

- ◎ Following are some of the important principles of organization. They are –
 1. Principle of Hierarchy,
 2. Span of control,
 3. Unity of command,
 4. Centralization &
 5. Decentralization, etc.

1. PRINCIPLE OF HIERARCHY:

- ◉ Hierarchy as a principle of administration was emphasized by classical thinkers like Weber, Fayol, Gulick, Urwick, Mooney and others.
- ◉ Literally, hierarchy means the control of higher over the lower.
- ◉ In administration, hierarchy means a graded organization of several successive steps or levels interlinked with each other.
- ◉ According to L.D. White, hierarchy consists of the universal application of the superior- subordinate relationship through a number of levels of responsibility reaching from the top to the bottom of the structure.

PRINCIPLE OF HIERARCHY...

- ⦿ An hierarchical organization has a pyramidal structure which is broader at the base and tapering towards the top.
- ⦿ In order to achieve the purpose, the organization divides its job into various units.
- ⦿ These units are further divided into sub units until the base is reached.
- ⦿ In such a hierarchically arranged organization, authority descends from the top to the bottom step by step.
- ⦿ In hierarchy, one has to go up or down step by step without skipping any intermediate level.
- ⦿ Thus there exists a proper means of communication and a chain of command

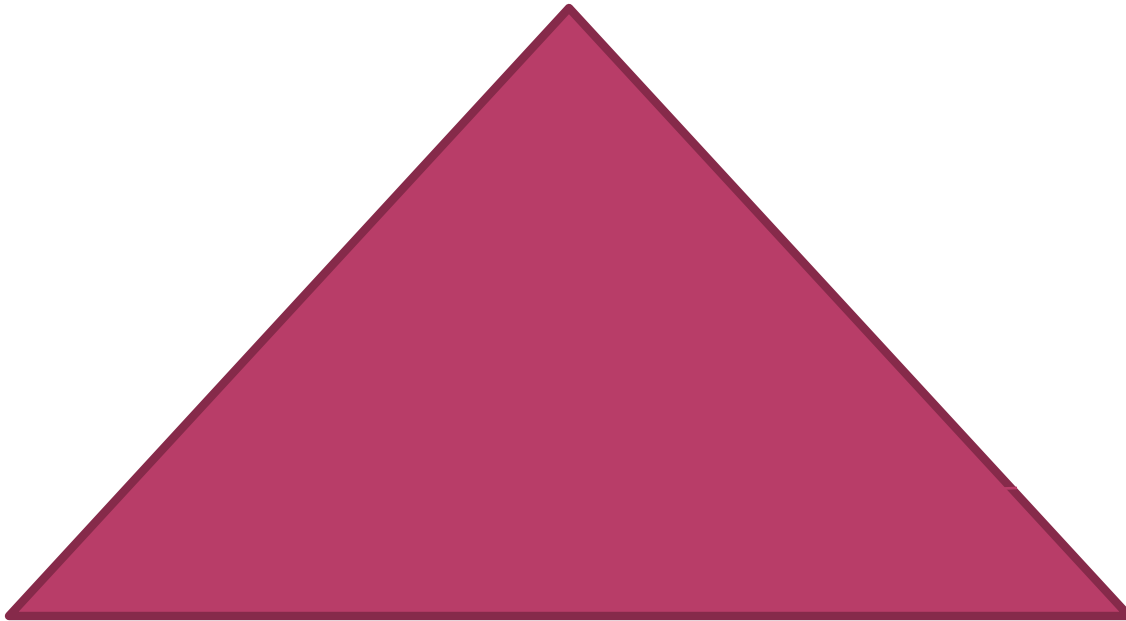
FEATURES OF HIERARCHY:

- ◉ The features of hierarchical organization may be summed up as follows. They are –
 1. The administrative **organization is structured in a pyramidal form** and is divided into several successive units and sub units.
 2. It is **based on the scalar process**(Mooney) where organization is divided into several successive steps or levels one above the other like a ladder. Just as there are steps in a ladder, there are successive levels in a hierarchy.
 3. In an hierarchical organization **authority descends from top to the bottom step by step**. Every employee has to obey the orders of his superior.

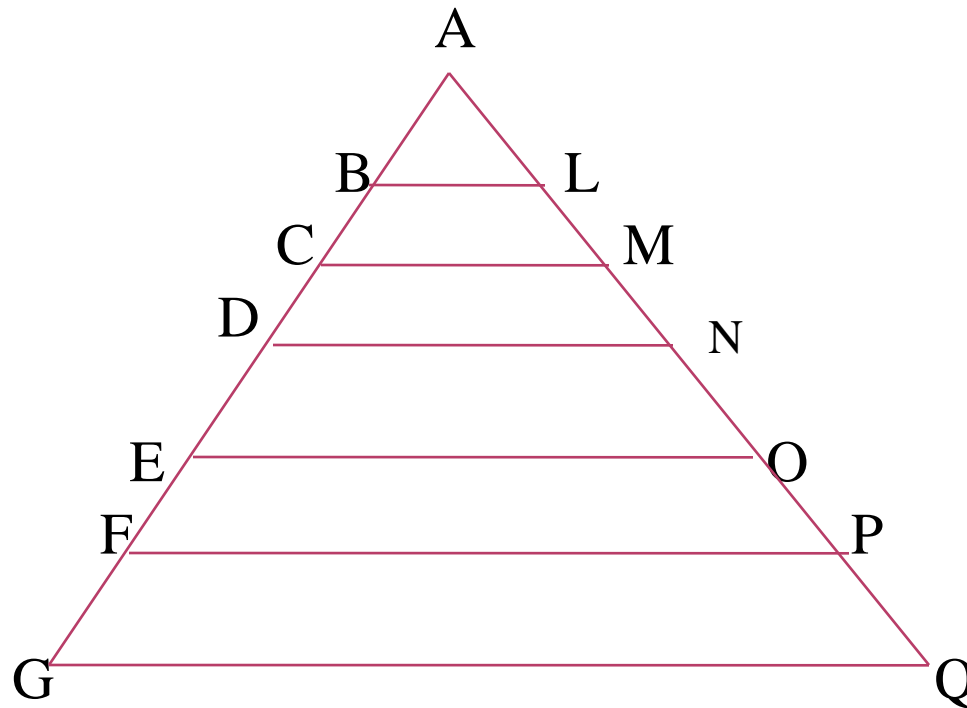
FEATURES OF HIERARCHY....

4. The principle of **unity of command** is observed here as each person has only one immediate superior from whom he receives order.
5. It functions through **proper channel of communication**. No intermediate level can be skipped.
6. Every single person in the organization is ultimately responsible to the head of the organization. Thus, all the workers in the organization are held together in a **'single chain of command'**

DIAGRAMMATIC ILLUSTRATION:



PRINCIPLE OF HIERARCHY:



- In the above diagram, A is the head of the organization.

DIAGRAMMATIC ILLUSTRATION...

- ⦿ The immediate subordinate of A is B and the immediate subordinate of B is C.
- ⦿ But C is also subordinate to A through B. This is true of all other levels in the line, that is D, E, F & G.
- ⦿ Hence, orders flow from top to bottom, that is from A to B, B to C and so on and communication flow from bottom to top that is from G to F, F to E and so on.
- ⦿ The same is true on the other side i.e. A to Q.
- ⦿ The communication ascends and descends step by step without skipping any intermediate level, this is called communication through proper channel

ADVANTAGES:

- ◎ The advantages of the principle of hierarchy are –
 1. It serves as an instrument of integration and coherence in the organization.
 2. It acts as a channel of communication.
 3. It enables to fix responsibility at each level.
 4. It avoids short circuiting by ensuring strict adherence to procedure.
 5. It prevents congestion of work at the top level it facilitates decentralization of decision making.
 6. It facilitates decentralization of decision making.
 7. It facilitates delegation of authority.
 8. It simplifies procedure for file movement.
 9. It helps coordination by securing unity of purpose.
 10. It promotes discipline and order in the organization.

DISADVANTAGES:

- ⊙ The disadvantages of principle of hierarchy are –
 1. It causes inordinate delay in the disposal of work due to red tapism.
 2. It discourages the initiative and drive of the lower level personnel resulting in inefficiency.
 3. It is not conducive for the growth of dynamic human relations among the members of the organization, as it brings too much rigidity in administration.
 4. It makes organization tall or overextended consequently, the personnel at the top loose touch with the personnel at lower levels.

DISADVANTAGES.....

5. It creates superior subordinate relationship due to differences at various levels in the following respects –
 - ⊙ Distribution of authority and privileges,
 - ⊙ Nature of responsibilities,
 - ⊙ Pay scales, &
 - ⊙ Qualifications and qualities of the staff.

2. SPAN OF CONTROL:

- ◉ It means number of subordinates a superior can effectively supervise, direct and control.
- ◉ No superior can supervise the work of more than five or at the most six subordinates whose work is inter connected (Graicunas).
- ◉ Sir Ian Hamilton fixed the limit at three to four.
- ◉ Urwick fixed the limit at five to six at higher levels and eight to twelve at lower levels.
- ◉ The limit of span of control varies because, it depends on the psychological problem of span of attention.

FACTORS INFLUENCING SPAN OF CONTROL:

- Four important factors influence the span of control are the following –
 - a. Functions,
 - b. Personality,
 - c. Time &
 - d. Space
- **A. Functions:** By function we mean the type of which has to be supervised.
- The span of control is said to be more when the nature of work is of routine, repetitive and identical in character.
- On the other hand, if the work is less homogenous and less routine, the span of control will be less.

B. PERSONALITY:

- ⊙ The personality and competence of the superior also influence the span of control.
- ⊙ A good energetic and skilled superior can supervise the activities of more persons.
- ⊙ Span of control will come down in case of less competent supervisor.
- ⊙ Span of control also depends on the competence and caliber of the subordinates to be supervised.
- ⊙ If the subordinates are untrained, ineffective and incompetent, they are liable to make mistakes. They need closer supervision and thus, reduce the supervisor's span of control.

C. TIME:

- ⦿ Time means the age of the organization.
- ⦿ Span of control is greater in an old and well established organization than in a newer one.
- ⦿ The reason is that in newly set up institutions precedents are few and new problems constantly demand attention of the superiors.

D. SPACE:

- ◉ Space refers to the place of work.
- ◉ If the subordinates work under the same roof as the supervisor, the supervision becomes easier and quicker.
- ◉ But if they work at different places supervision becomes difficult and span of control automatically comes down.
- ◉ The information revolution and the growing role of specialists are mainly responsible for increase in the span of control.
- ◉ The use of computers and other electronic devices have also considerably increased the span of control of the supervisor.

3. UNITY OF COMMAND:

- ◉ Unity command is a basic principle of classical public administration.
- ◉ It means that every employee should receive orders from one superior only.
- ◉ It believes that every employee should have only one superior and nobody should be subject to the orders of more than one superior.
- ◉ If he receives conflicting orders from more than one superiors, then his position would become impossible.
- ◉ The principle of unity of command is faithfully followed in military organization.

UNITY OF COMMAND.....

- ◉ Henry Fayol, Pfiffner, Presthus are the greatest advocates of this principle.
- ◉ However, this principle cannot be of universal application in all administrative organizations.
- ◉ According to J.D. Millet, individual employee particularly in the professional fields is subjected to double commands – from administrative control and technical control.
- ◉ For example, a doctor in the Medical department has to take orders from his departmental head and also from the district collector in two different aspects and as long as there is no conflict in the orders, the work of the employee concerned will not be affected adversely.

SIGNIFICANCE OF UNITY OF COMMAND:

- ◉ The observance of the concept of unity of command is essential **to avoid confusion** and manipulation in the organization.
- ◉ Double command keeps an employee under confusion about whom to follow and what to follow.
- ◉ Violation of unity of command results in undermining of authority, order disturbed, discipline endangered and stability threatened (Fayol).
- ◉ Well managed administrative units in the government are headed by single administrators with unity of command.
- ◉ **An employee should have only one boss to promote efficiency and effectiveness (Dimock).**

LIMITATIONS:

- ⦿ The principle of unity of command is theoretically sound, but it **cannot be of universal in applications in administrative practice.**
- ⦿ The specialists and technical expert working in an organization are always subject to dual command and control.
- ⦿ The principle of unity of command conflicts with the principle of specialization(H.Simon).

CONCLUSION:

- ◉ Dual control in technical departments will not go against the principle of unity of command due to two reasons –
 - a. Technical officers work is only of a staff nature i.e. to act as helpers or advisers of Chief executive.
 - b. The employee will not receive orders from more than one superior in respect to the same type of work.
- ◉ In other words, the administrative and technical supervisors may control the same employee but in respect of different aspects of work.

CENTRALIZATION PRINCIPLE:

- ⦿ Centralization means concentration of authority at the top level of the administrative system.
- ⦿ In a centralized organization the lower levels cannot act on their own initiative, and they have to look upwards for direction, advise and clarification.
- ⦿ Field units of the parental organization do not enjoy any authority of decision making.
- ⦿ Local units are totally dependent on central authority.
- ⦿ All important decisions and actions at the lower levels are subjected to the approval of top management.
- ⦿ According to Allen, **‘centralization is the systematic and consistent reservation of authority at the central point of the organization.’**

MERITS OF CENTRALIZATION:

1. It provides for maximum control over the entire organization.
2. It is easy to develop uniform policies & practices and better coordination of different units.
3. It avoids duplication & hence economical.
4. It adds prestige to the top executive & facilitates dynamism in the organization.
5. It is easy to know the power centre or source of power and even the source of decision.
6. It provides for the strong and powerful top administration to deal with emergencies & to fulfill the goals.
7. In a centralized organization the main goals get proper attention.

DEMERITS OF CENTRALIZATION:

1. Crisis in the local level do not find easy solutions.
2. The local needs of the organization cannot be understood in the right perspective due to weak popular participation.
3. It may cause undue delay because for everything the local units depend upon the central unit.
4. It may also leads to overload of work at the centre.
5. Due to the sharp disparities in the distribution of authority and power the overall organizational structure becomes weak.
6. Too much concentration of power & authority at the top may lead to its abuse and even lead to despotism and may badly affect the efficiency of the organization.
7. It does not facilitate peoples participation in administrative process.
8. It does not allow the development of second line of executives.
9. It is not conducive for the expansion and diversification of the organization.

5. DECENTRALIZATION:

- ◉ Decentralization means dispersal of authority among the lower levels of administration system.
- ◉ In a decentralized system, the field offices can act on their own initiative in specified matters.
- ◉ Delegation of decision making power to the lower levels is the essential feature of the decentralized system.
- ◉ It is a democratic method of devolution of power.
- ◉ Broadly speaking decentralization is of two types- political & administrative.
- ◉ Administrative decentralization may be further subdivided into territorial(vertical) decentralization and functional(horizontal) decentralization.

MERITS OF DECENTRALIZATION:

1. It encourages popular participation and team-work and then administration also becomes closer to the people.
2. It reduces delay and avoids unnecessary burden on top management.
3. It encourages innovations and welcomes creative ideas and new techniques.
4. It prepares & trains officials at lower levels also managerial skills.
5. There is scope for effective supervision and control, evaluation of the work of the local units possible.
6. It also reduces strain on organizations communication system, as decisions are taken at the lower levels.
7. It allows the development of second line of executives due to adequate delegation of authority to the lower levels.

DEMERITS OF DECENTRALIZATION:

1. It **complicates coordination and integration** of the activities of various units due to decrease in the degree of central control over the total organization.
2. It **makes communication among various levels difficult** and thereby reduces its effectiveness and authenticity.
3. It **makes administration expensive** due to duplication of work and lack of centralized house keeping services.
4. It is not suitable for **dealing with emergencies** and unanticipated matters.
5. it **encourages divisive forces** in the organization and thus threatens the organizational integration.
6. It weakens the national perspective in administration by breeding **localism and parochialism**.
7. It increases evils like **corruption, maladministration, nepotism and so on**.

EFFECTIVE DECENTRALIZATION:

- ◉ J. C. Charlesworth suggested the following safeguards to make the decentralization effective –
 1. Field offices should report to one central agency only.
 2. Jurisdictional lines should be meticulously drawn.
 3. Procedures in the several field offices should be of a common standard, but they need not be uniform.
 4. Field offices should not make decisions affecting overall policy.
 5. Suggestions from the field to the centre should be freely channeled.
 6. Adequate reporting and inspection methods should provide the cent-head with full and current knowledge of field operations.

CONCLUSION:

- ◉ Both principles cannot be of **universal application** to all types of organization.
- ◉ These **two principles have situational relevance** and have to be used depending on the goals to be fulfilled.
- ◉ If the goal is to achieve planned economy, effective strong defense, national integration, **centralization is the answer.**
- ◉ If the goal is to achieve regional autonomy or to take democracy to the grass root levels, **decentralization is the best.**