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## **UNIT – 2 NATURE AND TYPOLOGIES OF ORGANISATION**

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### **2.0 LEARNING OUTCOME**

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After going through this Unit, you should be able to:

- Understand the importance of organisation vis-à-vis administration;
- Define Organisation.;
- Explain Organisation and its characteristics;
- Define, describe and differentiate between formal and informal organisations; and
- Discuss the Typologies of organisations.

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### **2.1 INTRODUCTION**

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In the first Unit, an attempt is made to understand about public administration, its meaning, nature, scope, and importance, and distinction between public and private administration.

In this Unit we will be discussing about the importance of organisation vis-à-vis administration. We all know that administration is a cooperative group effort for the purpose of achieving predetermined objectives or goals. Public administration is an organised activity aiming at provision of services besides application of constraints to individuals and groups in the society. It is obvious that the efforts of

different persons have to be in accordance with a preconceived plan to avoid confusion and working at cross-purposes. Katz and Kahn observe that when goal-directed activities are coordinated rationally by assignment of duties and responsibilities, this rational coordination is organisation. Consequently, public administration requires organisation. But organisation can take many different forms and can maximise many diverse values. The structure of organisation affects the behaviour of the organisation as a whole and of the individual members of it. The same is true of the processes through which organisations operate. By designing organisational structures and processes of one kind or another different purpose can be achieved. Organisations come into existence for the attainment of some purpose or goal; for example the United Nation Organisation was established after the end of the Second World War with the noble objectives of saving the world from the scourge of another war. And we know that much of the cooperative human effort takes place within formal organisations, of which government agencies are only one example. Others are private companies, labour unions, religious institutions, hospitals, universities, professional societies and political parties. It is, therefore, important to know about the organisation. As rightly observed by David H. Rosenbloom, the organisation of administrative activity ranks at the forefront or deals questions with which the student and practitioner of public administration must be concerned.

In this Unit, we will discuss the importance of organisation vis-à-vis administration, types, typologies, and approaches to organisation.

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## **2.2 WHY ORGANISATIONS ARE IMPORTANT**

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In recent years organisations in all spheres of life have been growing in size and complexity. James G. March and Herbert A. Simon are of opinion that organisations are important because people spend so much of time in them. The work force, that is the adult population, spends more than a third of its waking hours in organisations. Even the child spends his time in the environment of the school organisation. In the words of the Amitai Etzioni “our society is organisational society”. We are born in hospitals, educated in schools, employed by business firms or government agencies; we join trade unions and professional associations. In sickness and in health, at work and at play, life in modern industrial society is increasingly conducted in organisational settings. Katz and Kahn are of the opinion that organisations are not a new invention. In many pre-industrial societies, organisations have been created to pursue specific goals. In the view of many sociologists, organisations have become the dominant institutions of contemporary society.

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## 2.3 MEANING OF ORGANISATION

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The word ‘organising’ springs from ‘organism’, which means a structure with parts or components integrated in such a way that their relation to the whole governs their relation to each other.

Noted below are the definitions by few famous writers:

According to Nicholas Henry organisations are different creatures to different people, and looking at different facts of various organisations such phenomenon appears to be unavoidable.

### **Victor A. Thompson**

An organisation is “a highly rationalised and impersonal integration of a large number of specialists cooperating to achieve some announced specific objective”.

### **Chester I. Barnard**

An organisation as “a system of consciously coordinated personal activities or forces of two or more persons”.

### **E. Wight Bakke**

An organisation is “a continuing system of differentiated and coordinated human activities utilising, transforming, and welding together a specific set of human material, capital, ideational and natural resources into a unique, problem-solving whole whose functions is to satisfy particular human needs in interaction with other systems of human activities and resources in its particular environment”.

### **Gortner, Harold F., Julianne Mahler, and Jeanne Bell Nicholson**

“An organisation is a collection of people engaged in specialised and interdependent activity to accomplish a goal or mission”.

### **John M. Gaus, L.D. White, and M.E. Dimock**

John M. Gaus, L.D. White, and M.E. Dimock express similar views on organisation. Their definitions emphasise the following:

Organisation is the arrangement of personnel for facilitating the accomplishment of some agreed purpose through the allocation of

functions and responsibilities. It refers to a relationship of efforts and capacities of individuals and groups engaged in a common task in a coordinated way to secure the desired objective with the least friction and the most satisfaction to those for whom the task is done and for those engaged in the enterprise.

### **Max Weber**

Organisation is a corporate group, - that is, a social relationship which is either closed or limits the admission of outsiders by rules. Its orders are enforced by the action of specific individuals. The focus is on legitimate interaction patterns.

### **Herbert Simon**

Organisation means a planned system of cooperative effort in which each participant has a recognised role to play and duties and tasks to perform.

### **L. Urwick**

Organisation determines the activities those are necessary for a purpose (or plan) and arranging them in the group, which may be assigned to individuals. In this definition, while the identification of the tasks and their grouping is given priority, the individuals to whom the functions are entrusted come later.

### **Pfiffner and Sherwood**

Organisation is the pattern of ways in which a large number of people, initiate face-to-face contact, and relate themselves to each other in the conscious and systematic accomplishment of a mutually agreed purpose.

### **Dimock, Dimock and Koeing**

“Organisation is the systematic bringing together of inter-dependent parts to form a unified whole through which authority, co-ordination and control may be exercised to achieve a given purpose. Because the interdependent parts are made up also of people who must be directed and motivated and whose work must be co-ordinated in order to achieve the objectives of the enterprise, organisation is both a structure and human beings.”

### **Amirtai Etzioni**

Organisations are “social units (or human groupings) deliberately constructed and reconstructed to seek specific goals. Corporations, armies, schools, hospitals, churches, and prisons are included; tribes, classes, ethnic groups, friendship groups, and families are excluded”. Etzioni stresses the following three characteristics of organisations:

- (i) division of labour, power and responsibilities - divisions which are not random or traditionally patterned, but deliberately planned to enhance the realisation of specific goals;
- (ii) the presence of one or more power centres which control the concerted efforts of the organisation and direct them towards its goals; and
- (iii) substitution of personnel, i.e., unsatisfactory persons can be removed and others can be assigned their tasks. The organisation can also recombine its personnel through transfer and promotion.

### **James D. Mooney**

Organisation “refers to more than the frame of the edifice. It refers to the complete body, with all its correlated functions. It refers to those functions as they appear in action, the very pulse and heartbeats, the circulation and respiration, the vital movement, so to speak, of the organised unit. It refers to the co-ordination of all those factors as they co-operate for the common purpose”.

### **Ernest Dale**

Organisation is a system of communication, a means of problem solving and a means of facilitating decision-making. For him, an organisation is “the process of determining what must be done if a given aim is to be achieved; dividing the necessary activities into segments, small enough to be performed by one person; and providing means of co-ordination, so that there is no wasted effort, and the members of the organisation do not get into each other’s ways”.

Even though organisations represent different things to different people, it is not enough to “define” organisations, as James G. March and Herbert A. Simon once did, with the phrase, “organisations are more earthworm than ape”. Nicholas Henry identifies the following characteristics of organisation:

- purposeful, complex human collectivities;
- characterised by secondary (or impersonal) relationships;
- specialised and limited goals;

- characterised by sustained cooperative activity
- integrated within a larger social system;
- provide services and products to their environment;
- dependent upon exchanges with their environment

These features make up our working model of organisations, both public and private. What we understand is that organisation is not only a structure but also a set of complex human collectivities to achieve the purpose or a goal.

According to Nicholas Henry most of the scholars who worked on the organisations have identified the above characteristics of the organisation and stressed upon different aspects or features. According to James D. Thomson the literature can be trisected into three major streams: the closed model, the open model and the newer tradition, which attempts to synthesise both the models. These three streams, which constitute the threads of organisation theory, are discussed in the succeeding units.

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## **2.4 FORMAL AND INFORMAL ORGANISATION**

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Before we proceed to discuss organisational theory we will try to distinguish between formal and informal organisation.

Mohit Bhattacharya distinguishes formal organisation from social organisation or informal organisation. According to him formal organisation is established for the explicit purpose of achieving certain goals, and possesses rules designed to anticipate and shape behaviour in the direction of these goals, and it has a formal status structure with clearly marked lines of communication and authority. He observes where social life is carried on without a framework of explicit goals or rules, which define a formal status structure; it is usually thought more appropriate to use the term social organisation.

In the words of H.A. Simon, D.W. Smithburg and V.A. Thompson

Formal organisation is meant the pattern of behaviour and relationship that is deliberately and legitimately planned for the members of an organisation. Where as informal organisation is meant the whole pattern of actual behaviour the way members of the organisation really do behave – insofar as this actual behaviour does not coincide with the formal plan.

According to Chester Barnard formal organisation is a system of consciously coordinated activities or forces of two or more persons and such organisation comes into the existence only when

- a) there are persons able to communicate each other;
- b) who are willing to contribute action; and
- c) to accomplish common purpose.

Thus, communication, willingness to serve and a common purpose are the three elements in a formal organisation.

Barnard observes that individuals in the organisation continuously interact based on their personal relationship rather than organisational purpose. Such interaction may be due to the gregarious instinct or fulfilment of some personal desire. Because of the continuous nature of such interaction, such relations become systematised and result in what are called informal organisations. He describes an informal organisation as the aggregate of personal contacts and interactions and the associated grouping of people. These organisations are indefinite, structureless and are a shapeless mass of varied densities.

### **The Characteristics of Formal Organisation**

- It has a clearly defined structure of activities which is predetermined by the top management.
- A formal organisation is relatively stable.
- A formal organisation grows and expands.
- The organisation structure is based on division of labour and specialisation.
- The structure is based on the jobs to be performed and not according to individuals who are to perform jobs.
- The organisation does not take into consideration emotional aspect. It is deliberately impersonal.
- The authority and responsibility relationships created by the organisation structure are to be honoured by every one.
- Organisational charts are usually drawn. All the positions from General Manager down to lower levels appear on the formal chart of the organisation.

### **The Characteristics of Informal Organisation**

An informal organisation has its own characteristics.

- Generally a society evolves its own unwritten laws, beliefs and controls regarding what is desirable behaviour and what is undesirable. This is what an informal organisation also does.

- People think and act alike in groups and this continuous cooperation gives rise to common values and common codes of behaviour.
- It forces the members of the group to observe the common rules. It is a very effective organisation to impose penalties on or punish those who violate these rules.
  - The leadership in it is also informal.
  - There is stratification also within an informal organisation, which is based on several factors.

### **Functions of Informal Organisation**

The informal organisation performs the following functions:

- communication of unintelligible facts, opinions, suggestions and suspicions which cannot easily pass through formal channels;
- minimises excessive clicks of political influence;
- self-discipline of the group; and
- makes possible the development of important personal influences in the organisation.

### **Relation between Formal and Informal Organisations**

Organisations consist of human beings and they are human organisations. Informal organisations have a serious impact on the members of the formal organisation, thereby bringing a continuous interaction between formal and informal organisation. According to Chester I. Barnard formal organisations create informal organisations as a means of communication and to protect the individuals from the domination of formal organisations. In turn, informal organisations tend to formalise several elements, thereby establishing a formal organisation within an informal organisation. The relation between the two according to Barnard's observation is that they are inter-dependent aspects of the same phenomenon – a society is structured by formal organisation, formal organisations are vitalised and conditioned by informal organisations. The bottomline is that there cannot be one without the other. If one organisation fails, the other will necessarily disintegrate.

L.D. White is of the opinion that the two that is informal and formal organisation may nearly coincide, or they may be far apart. Further he says informal organisation is more subtle, reflecting such matters as social and economic status outside the work relationship, race or language differences, education, and personal likes and dislikes. It has a powerful effect upon the formal organisation; and in cases of conflict may prove dominant.



What we understand from the observations of the two scholars above is that both formal and informal organisations are important, as both are interdependent.

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## 2.5 PRINCIPLE OF ORGANISATION

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The dictionary meaning of the term **principle** is a standard or accepted guide to action. According to L.D. White it is a hypothesis or proposition, so adequately tested by observation or experiment that it may intelligently be put forward as a guide to action or as a means of understanding something. Henri Fayol defines principles as acknowledged truths regarded as processes on which one might rely. Many scholars who studied organisations to make them perform efficiently develop certain principles to govern the administration, whether public or private, either to control the work of the subordinates or to improve the structure of the organisation. Scholars like James. D. Mooney, Alan C. Reiley, Henri Fayol, Luther Gulick, Urwick and F.W. Taylor evolved principles of organisation as guidelines for planning an efficient organisational structure. We will discuss the principles of organisation evolved by some scholars:

### Henri Fayol

He has derived a set of fourteen principles of organisation.

- Division of work

The basic objective of this principle is to enable labour to produce more and better work with same effort.

- Authority and Responsibility

The occupant of each position should be given enough authority to carryout all the responsibilities assigned to him i.e. responsibility is a corollary of authority; it is its natural consequence and essential counterpart; and whatsoever authority is exercised responsibility exists.

- Discipline

Discipline or obedience, imply that members behave in accordance with the standing agreement between the organisation and its members.

- Unity of Command

The subordinate employee should receive orders from only one superior officer.

- Unity of Direction

One head for each employee and one plan for each activity.

- Subordination of individual interest to general interest

The interest of individual or a group should not prevail over that of the total organisation. The interest of the organisation should be above the individual and group interest.

- Remuneration of Personnel

The salary or remuneration paid for the services rendered by the employee should be fair, encouraging or it shall not be excessive payment or be beyond reasonable limits.

- Centralisation

It simply indicates that overall responsibility is concentrated in the top executive.

- Scalar Chain (Hierarchy)

It is the chain of authority running along the hierarchy from the top level right down to the bottom level.

- Order (Placement)

A place for everything in its place i.e. an employee occupies that job wherein he or she can render the most effective service.

- Equity

Organisation should encourage an atmosphere of equity based on friendliness and justice in employer-employee relations to enable the employees to fulfil their duties with devotion.

- Stability of Tenure

A reasonable time should be provided for continuous stay in a job at a given place to enable the employees to settle down in their jobs, to adjust to the requirements of the work.

- Initiative

The employees should be provided an opportunity to show their initiative with a view to improve their skills and sense of participation.

- Esprit de corps

This principle contributes to the need for teamwork and the maintenance of interpersonal relationships based on harmony and unity.

### **James D. Mooney and Alan C. Reiley**

They proposed four principles of organisation:

- Coordinating Principle
- Scalar Principle
- The Functional Principle
- Staff and Line

### **Luther Gulick and L. Urwick**

Urwick, traces a large proportion of friction and confusion in society, with its major consequences, to faulty arrangements in organisation. Having stressed the importance of the structure as a designing process Gulick and Urwick devote their attention to the discovery of principles based on which the structure may be designed.

Gulick contributed ten principles of organisation

- Division of work or specialisation;
- Bases of departmental organisation;
- Co-ordination through hierarchy;
- Deliberate co-ordination;
- Co-ordination through committees;
- Decentralisation;
- Unity of command;
- Staff and line;
- Delegation;
- Span of control.

### **L. Urwick**

He contributed eight principles of organisation

- The principle of objectives – organisation should be an expression of a purpose;
- The principle of correspondence – authority and responsibility must be co-equal;
- The principle of responsibility – the responsibility of the superiors for the work of the subordinates is absolute;
- The scalar principle;
- The principle of span of control – a superior cannot supervise directly the work of more than five or six subordinates whose work interlocks;
- The principle of specialisation – limiting one's work to a single function;
- The principle of co-ordination; and
- The principle of definition – a clear prescription of every duty.

It is helpful at this stage to define or elaborate a few of the principles outlined by Gulick and Urwick.

- **Principle of Objective:** The organisation should be an expression of purpose;
- **Division of Work or Specialisation:** Gulick claims that work division is the foundation of organisation; indeed it is the reason for organisation. Without specialisation there would be little need for administrators. The objective of the division of work is to produce more and better work with the same effort.
- **Principle of Correspondence:** Authority and responsibility must be co-equal. According to Henry Fayol, responsibility is a corollary of authority, it is its natural consequence and essential counterpart, and whosoever authority exercises responsibility exists;
- **Scalar Principle:** According to Mooney, it is sometimes called hierarchical, but he prefers the use of Scalar. According to him scale means a series of steps, something graded. In organisation, it means the grading of duties, not according to different functions but according to degree of authority and corresponding responsibility. The term hierarchy refers to a graded organisation of several successive steps or levels, in which each of the lower level is immediately subordinate to the next higher one and through it to the other higher level and so on, right up to the top;
- **The Principle of Responsibility:** The responsibility of the superior for the work of the subordinate is absolute;

- **The Principle of Span of Control:** The Span of Control principle implies that superior cannot supervise directly the work of more than five or six subordinate whose work interlock;
- **The Principle Unity of Command:** It means each employee receives orders from one superior only. Orders from several superiors will result in confusion, inefficiency and irresponsibility;
- **The Principle of Coordination:** According to Mooney Coordination is the first principle of organisation. The term coordination means effecting cooperation and team work among the employees in an organisation. It is also integration of several parts into an orderly whole to achieve the purpose of the organisation.
- **The Line and Staff Principle:** The term Line refers to authority for execution, and the term Staff to advice and ideas.

## H. Eric Frank

He has identified eleven principles of organisation:

- The objectives of the enterprise and its component elements should be clearly defined and stated in writing. The organisation should be simple and flexible.
- The responsibilities assigned to a position should be confined, as far as possible, to the performance of a single leading function.
- Functions should be assigned to organisation units on the basis of homogeneity of objectives to achieve the most efficient and economic operation.
- There should be clear lines of authority running from the top to the bottom of the organisation, and accountability from the bottom to the top.
- The responsibility and authority of each position should be clearly defined in writing.
- Accountability should always be coupled with corresponding authority.
- Authority to take or initiate action should be delegated as close to the scene of action as possible.
- The number of levels of authority should be kept to the minimum.
- There is a limit to the number of positions that can be effectively supervised by a single individual.
- Everyone in the organisation should report to only one supervisor.
- The accountability of higher authority for the acts of its subordinates is absolute.

We have seen that most of the scholars of the earlier period have contributed principles for designing and structuring of an efficient

organisation. But the major problem is neglect of the human element in the organisation. They have considered humans as insignificant in the administrative process. They have shown concern mostly for the formal organisation, to the total neglect of the informal organisational process. As a consequence, this gave rise to human relations and behavioural studies. These studies compensated the failure of the above scholars by viewing organisation essentially as a human association. We all know that human beings have to be constantly motivated to contribute their efforts toward the attainment of the set goals. It is not only the structure, which is important, but equally important is how to motivate the people within an organisation. So, any organisation should be based on principles relating to both physical and social aspects of the organisation.

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## **2.6 TYPOLOGIES OF ORGANISATION**

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Some scholars based on size, ownership, legal status and the area of operation have classified organisation. Another set of scholars has classified the organisation based on function or purpose, primary beneficiary, consumer and authority. Now we will be discussing about the classification based on the latter set of scholars.

### **2.6.1 Typologies by Goal or Function or Purpose**

Talcott Parsons has classified organisations into four types on the basis of their functions or goal served by the organisation.

The four types of organisations are:

#### **i) Production/Economic Organisation**

This types of organisations produce goods or make things which are consumed by the society.

#### **ii) Political Organisation**

This type of organisations are concerned with the attainment of political goals. They generate and allocate power within the society and also maintain peace and stability in the society. Legislature and government departments are examples of such organisations.

#### **iii) Integrative Organisations**

These organisations try to settle conflicts, integrate and coordinate various segments of the society to work together and provide stability in

the society. Judicial courts, police, and social agencies are examples of this type of organisation.

#### **iv) Pattern Maintenance Organisation**

These organisations are concerned with the societal continuity with a focus on long-term issues such as of society's values, patterns, knowledge, culture, etc. through the educational, cultural and religious institutions.

**Katz and Kahn** have also classified organisations into four types based on the functions or goals served by the organisation.

The four types of organisations are:

#### **(i) Production or Economic Organisation**

These organisations are concerned with the manufacture of goods, provision of essential services to the people and also building up of infrastructure. Their focus is on creation of wealth.

#### **(ii) Managerial or Political Organisation**

These organisations are concerned with adjudication; coordination and control of resources; people; and sub-systems

#### **(iii) Adaptive Organisation**

These organisations provide opportunities for creation of knowledge, testing and development of theories and also provide information and solutions to the existing problems. Universities and research institutions are examples of these organisations.

#### **(iv) Maintenance Organisation**

These organisations give space and scope and devote to the socialisation of people for their roles in other organisations and in the larger society. Schools, church, and health and welfare institutions are examples of this type of organisation.

### **2.6.2 Typologies on the Bases of the Consumer or Primary Beneficiary**

#### **Blau and Scott**

They classified the organisation based on the primary recipient of the output or who benefits. The main basis for this classification is who the direct consumer of the output of the organisation is, or who the prime beneficiary is. Four types of organisation are derived on this basis:

**(i) Mutual Benefit Association**

In this type of organisation the primary beneficiaries are the members themselves. Political parties, trade unions, professional associations and religious bodies are examples of these organisations.

**(ii) Business Organisations or Business Concerns**

In this type of organisation the owners of properties are the prime beneficiaries of the organisation. They are mostly concerned about the return on investment in the organisation than with the nature of output of the organisation. The other main concern is that of operating efficiently to make the maximum profit at minimum cost. In order to survive they have to compete with other organisations.

**(iii) Service Organisations**

In this type of organisation the clients who are served are the prime beneficiaries. Hospitals, educational institutions, social work agencies, legal aid societies, etc. are examples of these organisations.

The clients who are supposed to be the primary beneficiaries do not have usually control over these organisations.

**(iv) Commonwealth Organisations**

In this type of organisation the public at large is its primary beneficiary. Post office, police service, fire department, military service are examples of these types of organisations. They perform mostly protective services or serve as its administrative arm.

### **2.6.3 Typologies on the Basis of Compliance**

**A. Etzioni**

He differentiates organisation on the basis of compliance. Compliance involves one party telling or directing another party to do something. It refers to the manner in which the lower participants in an organisation respond to the authority system of the organisation. In this context, Etzioni identifies three types of power: coercive, utilitarian and normative. Coercive power is based on the application or the threat of



physical sanction. Here compliance is alienated. Utilitarian power is based on control over material resources. Here compliance takes a calculative or utilitarian approach. Normative power based on the allocation of symbolic rewards. Here the compliance is moral. Almost all the organisations would follow the three types of authority, which combine three types of compliance.

#### **2.6.4 Typologies on the Basis of Authority**

**Max** Weber identifies three types of organisation on the basis of exercise of authority. They are explained below:

##### **(i) Charismatic Authority**

In this type of organisation there will be a leader and set of disciples or followers. Because of charisma or an exceptional quality of the followers accept his authority or repose their faith in the person. In this type of organisation the administrative apparatus is very loose and unstable that is a built in instability.

##### **(ii) Traditional Authority**

In this type of organisation the followers or employees accept the authority of a person who occupies the traditionally sanctioned position of authority. The administrative apparatus in this kind of domination would consist of personal servants, relatives and feudal lords.

##### **(iii) Legal or Rational Authority**

In this type of organisation people or followers accept the authority of a leader, which is based on the belief in the rightness of law. It is legal because authority is exercised by means of a system of rules and procedures by reason of the office, which an individual holds. The administrative apparatus corresponding to this kind of authority is bureaucracy.

#### **Bases of Organisation – Luther Gullick’s Four Ps**

Luther Gullick identifies four bases for organisation, which are popularly known as 4 Ps i.e., purpose (function), process, persons (clientele) and place.

#### **Organisation Based on Purpose or Function**

In the first place the organisation may be organised on the basis of purpose or function or service to be performed. The examples are education, law and order, communication, and transport.

### **Organisation Based on Process**

We can have an organisation based on the process or skills or specialisation. The accounts department, public works and law are examples of this type of organisation.

### **Organisation on the Basis of Persons**

Organisations are formed on the basis of the persons served. Women and child welfare department, tribal welfare department, old persons and unemployed are examples of this type of organisation.

### **Organisation on the Basis of Place or Territory**

Organisations are created on the basis of place or territory or area to be served. The railway organisation spread across the nation to various zones based on territory is an example of this type of organisation. Countries and Districts are the best examples of organisation based on territory.

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## **2.7 CONCLUSION**

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An organisation is the planned coordination of the activities of a number of persons or employees for the accomplishment of some common explicit purpose or goal through division of labour and functions and through hierarchy of authority and responsibility. If two or three persons have to work to achieve a common goal, there arises the need for an organisation. Without having a cooperative and systematic relationship between them the results are likely to be disappointing. James D. Mooney rightly observes that an organisation is necessary whenever two or more people must combine their efforts towards the same end, even if the task is a short-lived one, such as moving a large stone. We are living in a world of organisations. For every aspect we find one or other organisation to provide services. In this unit we try to make you familiarise with the how importance of organisation for administration and explain the meaning, importance, and the principles of organisation. The nature and characteristics of formal and informal organisations and the distinction between them are discussed. The bases on which the organisations are established are also presented.

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## **2.8 Key Concepts**

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**Organisation Development:** An approach or strategy for increasing organisational effectiveness. As a process it has no value biases, but it is usually associated with the idea that effectiveness is found by integrating the individual's desire for growth with organisational goals.

**Organisational Culture:** Basic patterns of attitudes, beliefs, and values that underlie an organisation's operation.

**Learning Organisation:** Peter Senge's term for organisations in which new patterns of thinking are nurtured and people are continually learning together to improve both the organisation and their personal lives.

**Post bureaucratic Organisation:** Constantly changing temporary organisational systems; task forces composed of groups of relative strangers with diverse skills created in response to a special problem rather than to a continuing need.

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## 2.9 References and Further Reading

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## **2.10 Activities**

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1. Can you identify some public administrative organisations that should not be considered “bureaucratic” from a Weberian perspective?
2. Choose any public administrative function with which you are familiar. How could it be organised to maximise efficiency, representativeness, and equity?