

PUBLIC ADMINISTRATION: CONCEPTS AND PRACTICE

I. CONCEPTS AND DEFINITIONS



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WHAT IS PUBLIC ADMINISTRATION ?

- ❑ PUBLIC ADMINISTRATION IS A SPECIES BELONGING TO THE GENUS ADMINISTRATION, WHICH GENUS IN TURN BELONGS TO A FAMILY WHICH WE MAY CALL *COOPERATIVE HUMAN ACTION*

(WALDO, 1955)

WHAT IS ADMINISTRATION?

- ❑ ADMINISTRATION IS A TYPE OF COOPERATIVE HUMAN EFFORT THAT HAS A HIGH DEGREE OF RATIONALITY
- ❑ HUMAN ACTION IS COOPERATIVE IF IT HAS EFFECTS THAT WOULD BE ABSENT IF THE COOPERATION DID NOT TAKE PLACE

(WALDO, 1955)

WHAT IS ADMINISTRATION?

- ***THE SIGNIFICANCE OF HIGH DEGREE OF RATIONALITY LIES IN THE FACT THAT HUMAN COOPERATION VARIES IN EFFECTIVENESS OF GOAL ATTAINMENT, WHETHER WE THINK IN TERMS OF FORMAL GOALS, THE GOALS OF LEADERS, OR OF ALL WHO COOPERATE***

(WALDO, 1955)

WHAT IS ADMINISTRATION?

□ ***ADMINISTRATION IS A PLANNED APPROACH TO THE SOLVING OF ALL KINDS OF PROBLEMS IN ALMOST EVERY INDIVIDUAL OR GROUP ACTIVITY, BOTH PUBLIC AND PRIVATE***

(DIMOCK, DIMOCK, AND KOENIG, 1960)

WHAT IS ADMINISTRATION?

- *IN ITS BROADEST SENSE
ADMINISTRATION CAN BE DEFINED AS
THE ACTIVITIES OF GROUPS
COOPERATING TO ACCOMPLISH
COMMON GOALS*

(SIMON, 1991)

ILLUSTRATION...

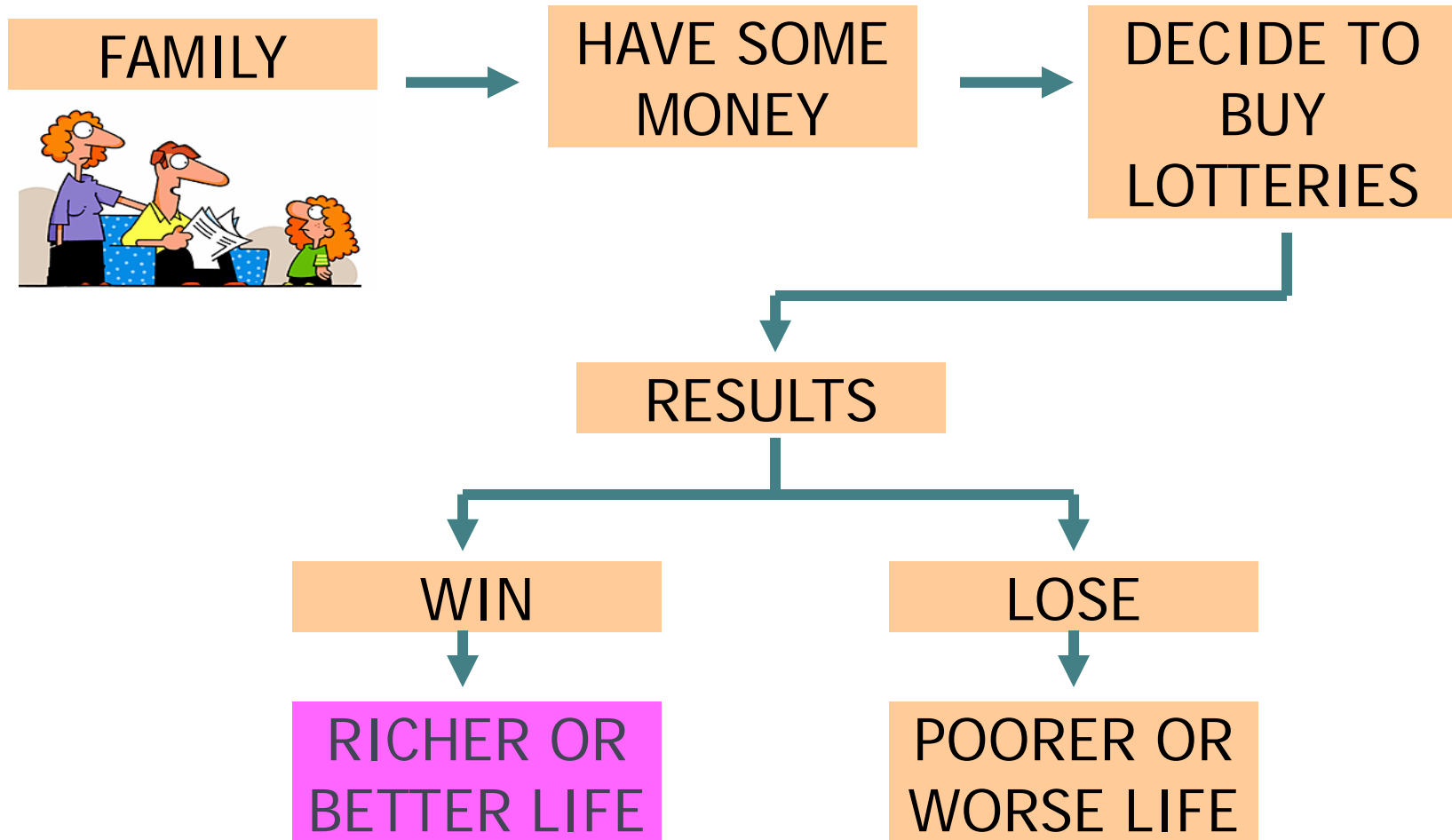
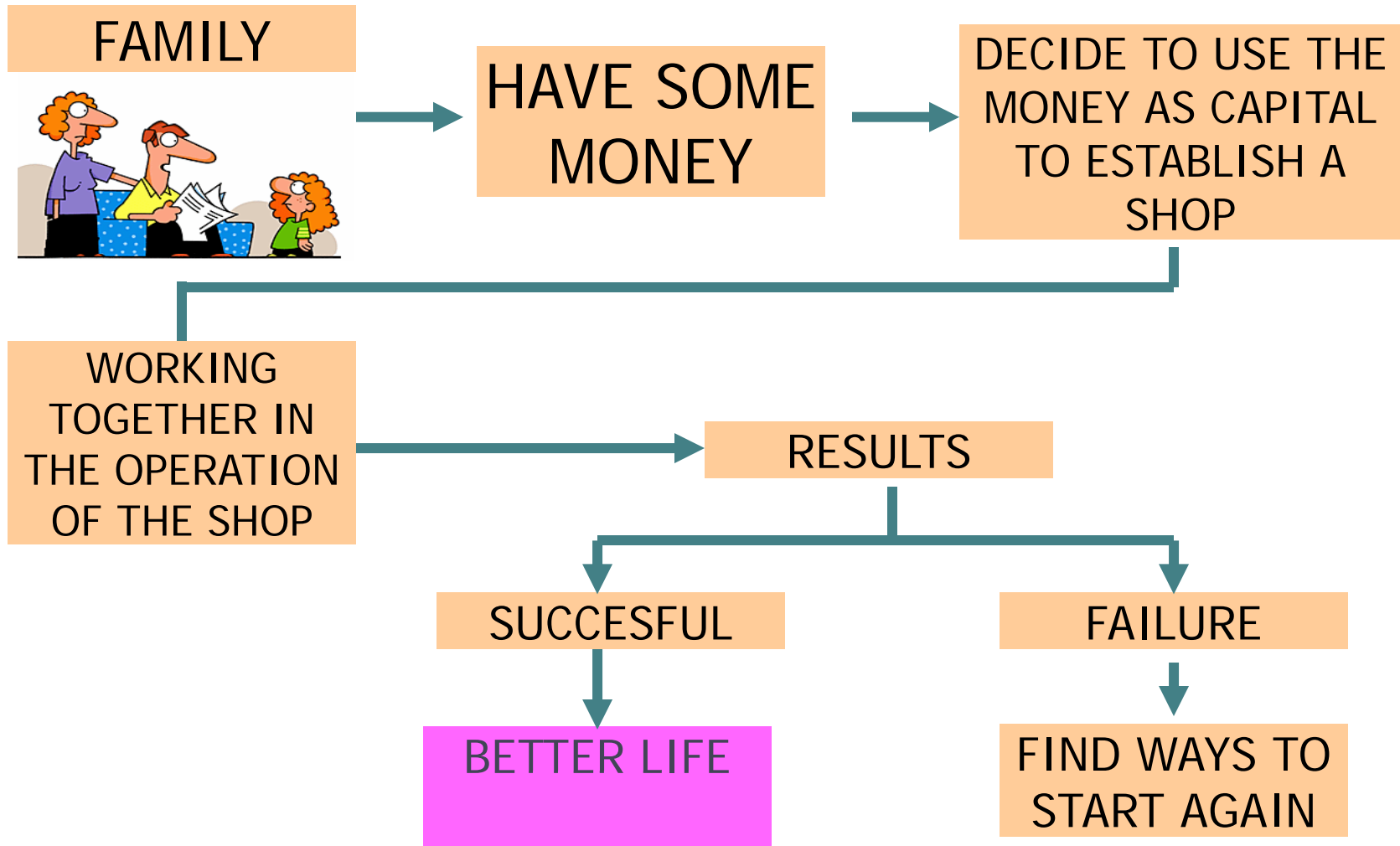
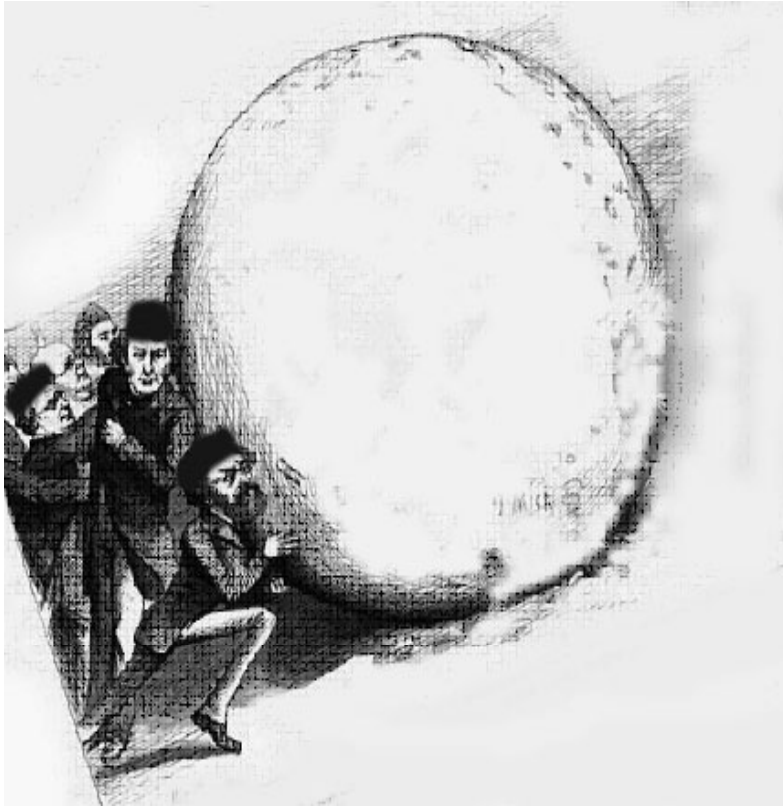


ILLUSTRATION...



WHAT IS ADMINISTRATION?



THERE IS PURPOSE:

MOVING THE STONE

THERE IS COOPERATIVE ACTION:

SEVERAL PERSONS USING COMBINED STRENGTH TO ACCOMPLISH SOMETHING THAT COULD NOT HAVE BEEN DONE WITHOUT SUCH A COMBINATION

WHAT IS ADMINISTRATION?

THE STUDY OF ADMINISTRATION IS CONCERNED WITH QUESTIONS SUCH AS:

1. HOW THE METHOD WAS CHOSEN,
2. HOW THE MEN MOVING THE STONE WERE SELECTED AND INDUCED TO COOPERATE IN CARRYING OUT SUCH A TASK,
3. HOW THE TASK WAS DIVIDED BETWEEN THEM,
4. HOW EACH ONE LEARNED WHAT HIS PARTICULAR JOB WAS IN THE TOTAL PATTERN,
5. HOW HE LEARNED TO PERFORM IT,
6. HOW HIS EFFORTS ARE COORDINATED WITH THE EFFORTS OF THE OTHER

(SIMON, 1991)

THE UNIVERSALITY OF ADMINISTRATION

- ❑ *SINCE ADMINISTRATION IS CONCERNED WITH ALL PATTERNS OF COOPERATIVE BEHAVIOR, IT IS OBVIOUS THAT ANY PERSON ENGAGED IN AN ACTIVITY IN COOPERATION WITH OTHER PERSONS IS ENGAGED IN ADMINISTRATION*
- ❑ *SINCE EVERYONE HAS COOPERATED WITH OTHERS THROUGHOUT HIS LIFE, HE HAS SOME BASIC FAMILIARITY WITH ADMINISTRATION AND SOME OF ITS PROBLEMS*

(SIMON, 1991)

THE UNIVERSALITY OF ADMINISTRATION

- ❑ *MOST PERSONS, WHILE THEY ARE ENGAGED IN ADMINISTRATION EVERY DAY OF THEIR LIVES, SELDOM THINK FORMALLY ABOUT THE PROCESS*
- ❑ *THEY SELDOM DELIBERATELY SET OUT TO CONSIDER THE WAYS IN WHICH THE COOPERATIVE ACTIVITIES OF GROUPS ARE ACTUALLY ARRANGED; HOW THE COOPERATION COULD BE MADE MORE EFFECTIVE OR SATISFYING; WHAT THE REQUIREMENTS ARE FOR THE CONTINUANCE OF THE COOPERATIVE ACTIVITY*

(SIMON, 1991)

CHARACTERISTICS OF ADMINISTRATION

THE CHARACTERISTICS OF
ADMINISTRATION ARE BEST
SUBSUMED UNDER THE TWO TERMS
ORGANIZATION AND MANAGEMENT

(WALDO, 1955)

*ORGANIZATION AND MANAGEMENT ARE THE
TWO FACES OF THE SAME COIN.*

CHARACTERISTICS OF ADMINISTRATION

- ❑ ORGANIZATION IS THE ANATOMY, MANAGEMENT THE PHYSIOLOGY, OF ADMINISTRATION
- ❑ ORGANIZATION IS THE STRUCTURE; MANAGEMENT IS THE FUNCTIONING OF ADMINISTRATION

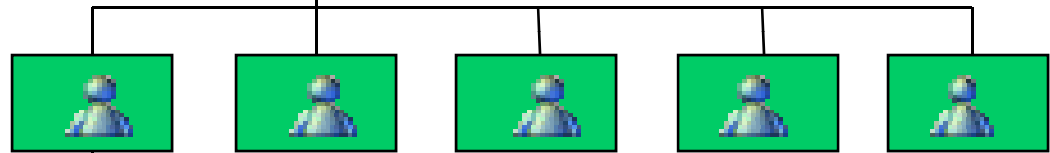
(WALDO, 1955)

ORGANIZATION

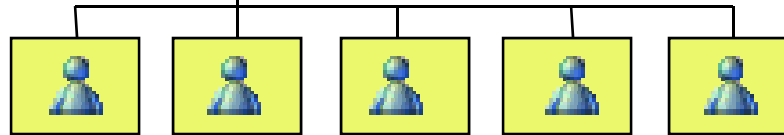
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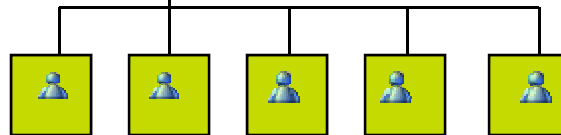
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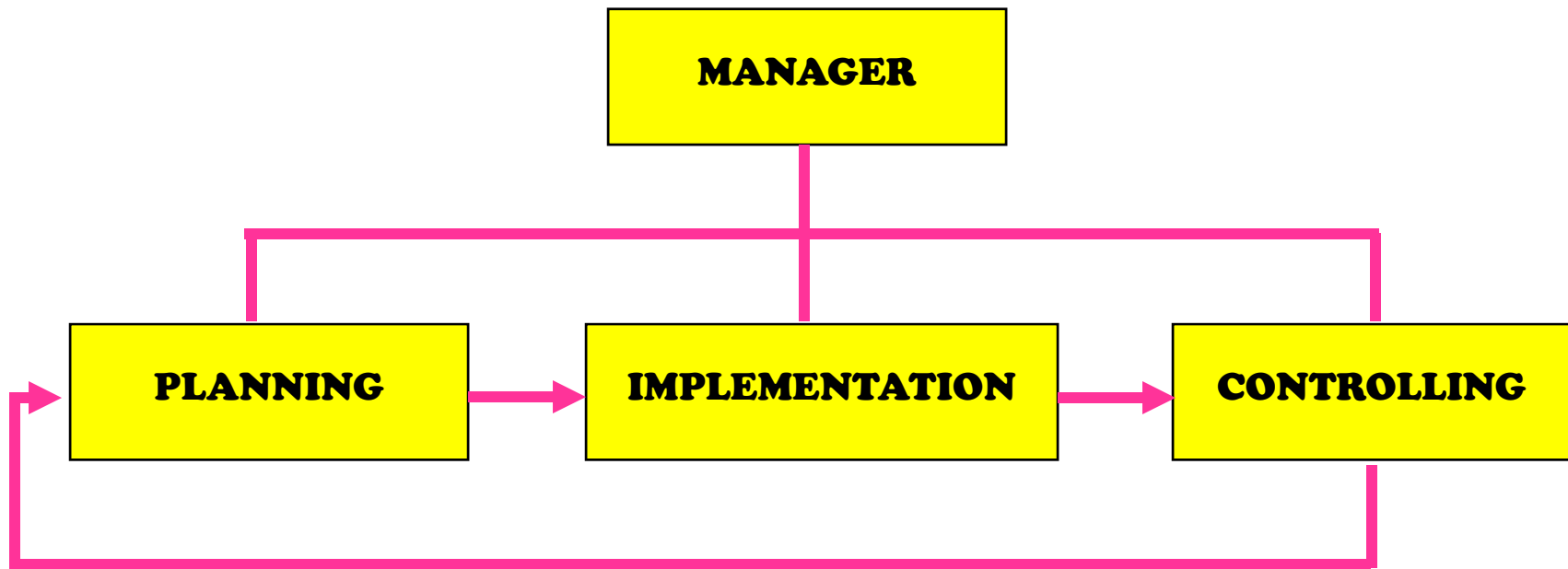
Division



Section




MANAGEMENT




ORGANIZATION

- THE STRUCTURE OF
AUTHORITATIVE AND HABITUAL
PERSONAL INTERRELATIONS IN AN
ADMINISTRATIVE SYSTEM


(WALDO, 1955)

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- IN GENERAL, ORGANIZATIONAL THEORY IS “GENERIC” IN THE SENSE THAT IT DOES NOT MAKE DISTINCTIONS BETWEEN PUBLIC AND PRIVATE ORGANIZATIONS

(BOZEMAN, 1987)

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- ❑ ORGANIZATION IS A GROUP OF PEOPLE, WORKING TOWARD OBJECTIVES, WHICH DEVELOPS AND MAINTAINS RELATIVELY STABLE AND PREDICTABLE BEHAVIOR PATTERNS, EVEN THOUGH THE INDIVIDUALS IN THE ORGANIZATION MAY CHANGE

(TOSI, RIZZO, AND CARROLL, 1998)



❑ ORGANIZATIONS MAY HAVE CULTURES THAT PARTIALLY DEFINE HOW THEIR MEMBERS CONCEPTUALIZE ORGANIZATIONAL ACTIVITY AND THE ENVIRONMENT

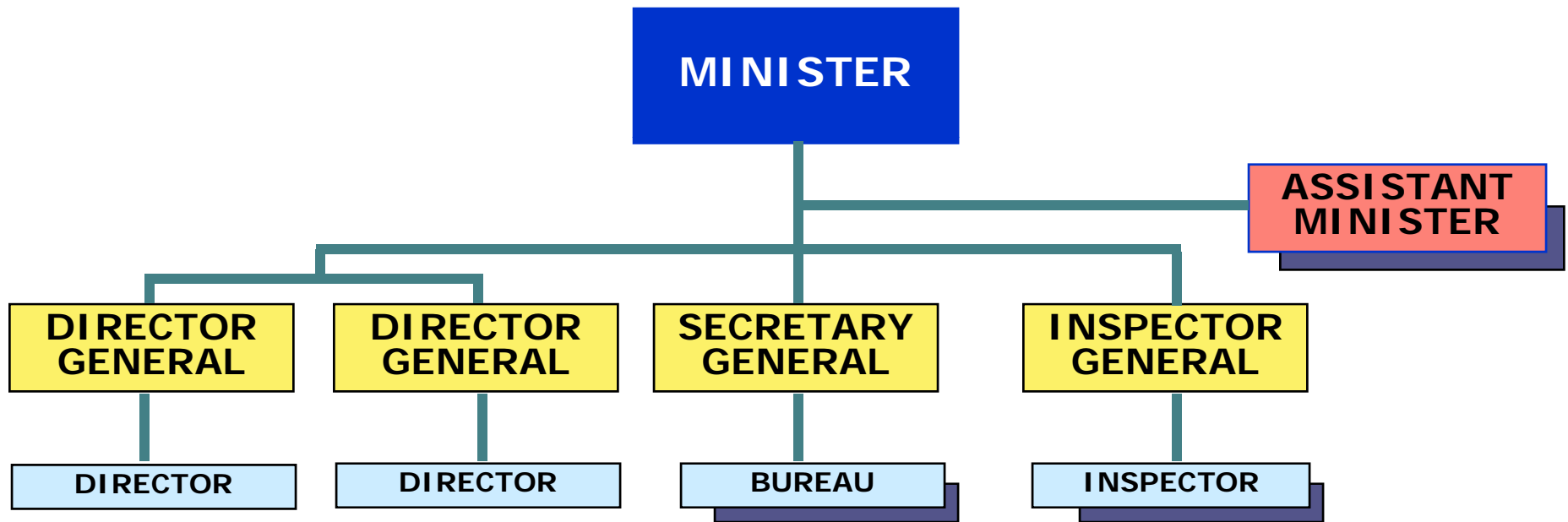
(MARCH, 1965)



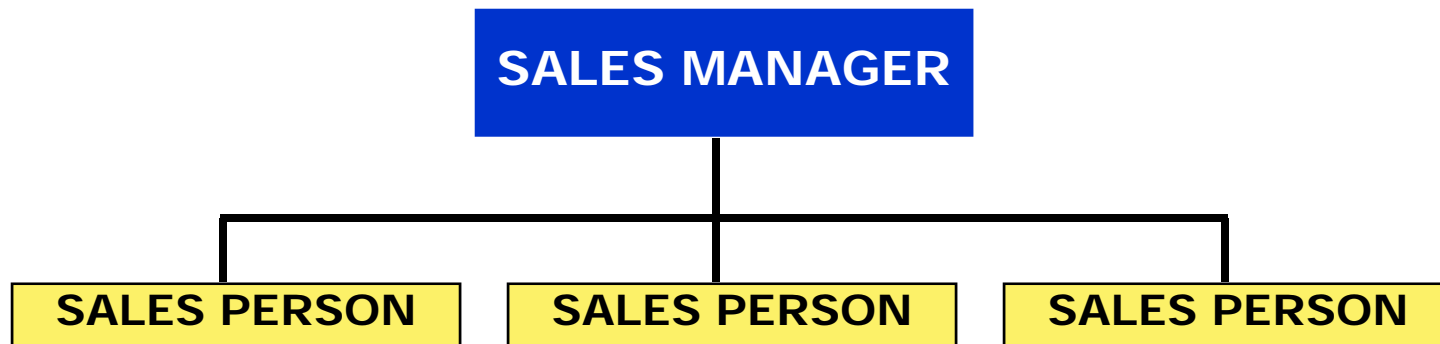
TYPES OF ORGANIZATION

1. STAFF ORGANIZATION
2. LINE ORGANIZATION
3. LINE AND STAFF ORGANIZATION

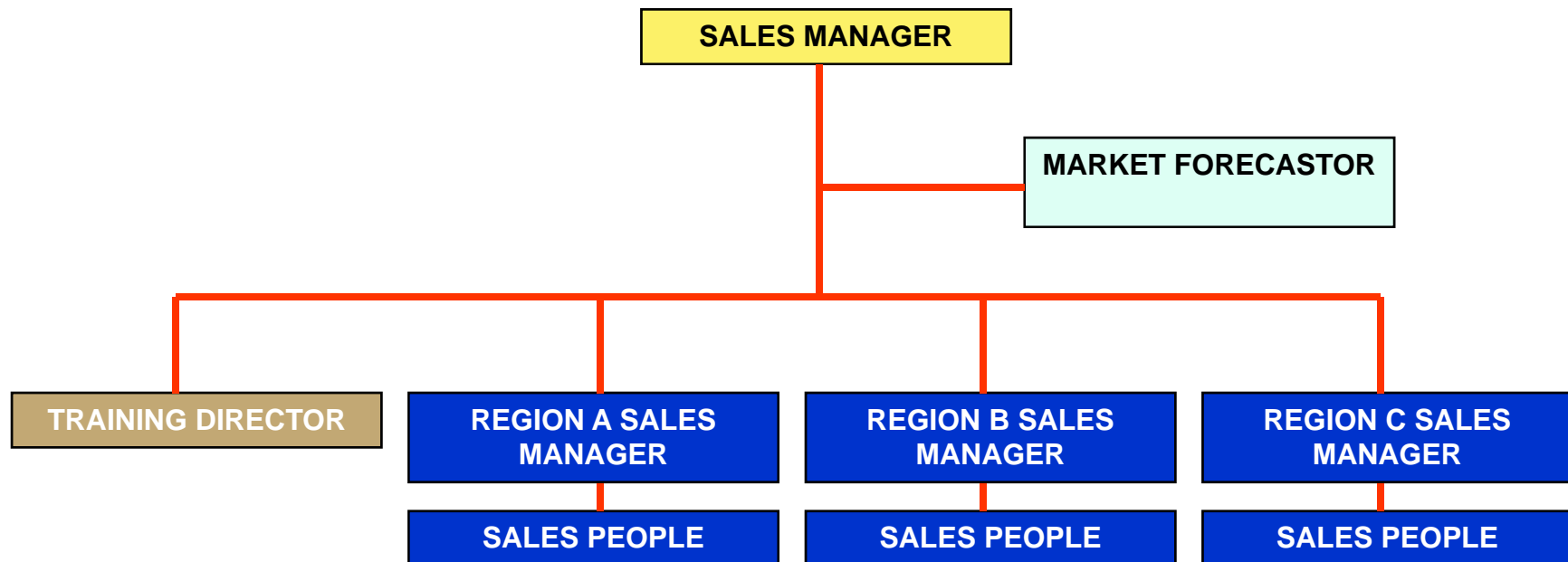
STAFF ORGANIZATION



LINE ORGANIZATION



LINE AND STAFF ORGANIZATION



MANAGEMENT

- ❑ GETTING THINGS DONE THROUGH THE EFFORTS OF OTHER PEOPLE
(TAYLOR, 1912)
- ❑ ACTION INTENDED TO ACHIEVE RATIONAL COOPERATION IN AN ADMINISTRATIVE SYSTEM
(WALDO, 1955)
- ❑ MANAGEMENT REFERS TO THE PROCESS OF RUNNING AN ORGANIZATION AND THE USE OF RESOURCES TO ACCOMPLISH ITS GOALS. THE TERM ALSO REFERS TO THOSE INDIVIDUALS WHO ARE FORMALLY AUTHORIZED TO RUN THE ORGANIZATION
(LEMAY, 2002)

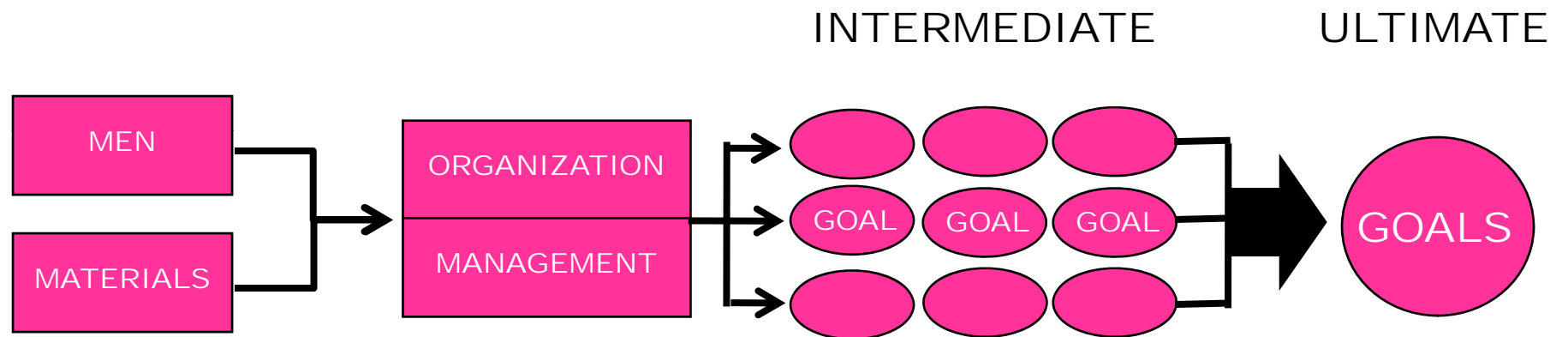


□ **MANAGEMENT FUNCTIONS :**

- **PLANNING**
- **ORGANIZING**
- **STAFFING**
- **DIRECTING**
- **COORDINATING**
- **REPORTING**
- **BUDGETING**

(LUTHER GULICK AND LYNDALL URWICK, 1932)

ADMINISTRATION?



WHAT IS PUBLIC?

- ❑ THE CLASSIC MEANING OF PUBLIC DERIVES FROM TWO SOURCES. THE FIRST IS THE GREEK WORD *PUBES*, OR "*MATURITY*," WHICH IN THE GREEK SENSE MEANS IN THE BOTH PHYSICAL AND EMOTIONAL OR INTELLECTUAL MATURITY AND EMPHASIZE MOVING FROM THE SELFISH CONCERNS OR PERSONAL SELF-INTEREST TO SEEING BEYOND ONE'S SELF TO UNDERSTAND THE INTEREST OF OTHERS
- ❑ IT IMPLIES AN ABILITY TO UNDERSTAND THE CONSEQUENCES OF ONE'S INDIVIDUAL ACTIONS ON OTHER PEOPLE

WHAT IS PUBLIC?

- ❑ THE MODERN USAGE OF THE WORD PUBLIC REFERS TO ALL THE PEOPLE IN A SOCIETY, WITHOUT DISTINGUISHING BETWEEN THEM
- ❑ A PUBLIC SCHOOL, FOR EXAMPLE, IS OPEN TO ALL AND IS THOUGHT OF AS A PLACE WHERE THE COMMON KNOWLEDGE OF THE PEOPLE IS PASSED ALONG
- ❑ THE PUBLIC PRESS IS AVAILABLE TO EVERYONE, TOO, AS IS THE PUBLIC LIBRARY.
- ❑ PUBLIC FIGURE DESCRIBES A PERSON WHOSE RESPONSIBILITIES, AND THEREFORE LIFE, ARE VISIBLE TO ALL

(H. GEORGE FREDERICKSON, 1997)

WHAT IS PUBLIC?

□ FREDERICKSON'S FIVE PERSPECTIVES OF PUBLIC IN PUBLIC ADMINISTRATION:

- 1) THE PUBLIC AS INTEREST GROUPS (THE PLURALIST PERSPECTIVE)
- 2) THE PUBLIC AS RATIONAL CHOOSER (THE PUBLIC CHOICE PERSPECTIVE)
- 3) THE PUBLIC AS REPRESENTED (THE LEGISLATIVE PERSPECTIVE)
- 4) THE PUBLIC AS CUSTOMER (THE SERVICE-PROVIDING PERSPECTIVE)
- 5) THE PUBLIC AS CITIZEN

DEFINITIONS OF PUBLIC ADMINISTRATION

- ❑ THE ORGANIZATION AND MANAGEMENT OF MEN AND MATERIALS TO ACHIEVE THE PURPOSES OF GOVERNMENT
- ❑ THE ART AND SCIENCE OF MANAGEMENT AS APPLIED TO AFFAIRS OF STATE

(WALDO, 1955)



OTHER WAYS TO DEFINE PUBLIC ADMINISTRATION

**PUBLIC ADMINISTRATION MAY BE DEFINED
AS THE COORDINATION OF INDIVIDUAL AND
GROUP EFFORTS TO CARRY OUT PUBLIC
POLICY**

*IT IS MAINLY OCCUPIED WITH THE DAILY WORK OF
GOVERNMENTS*



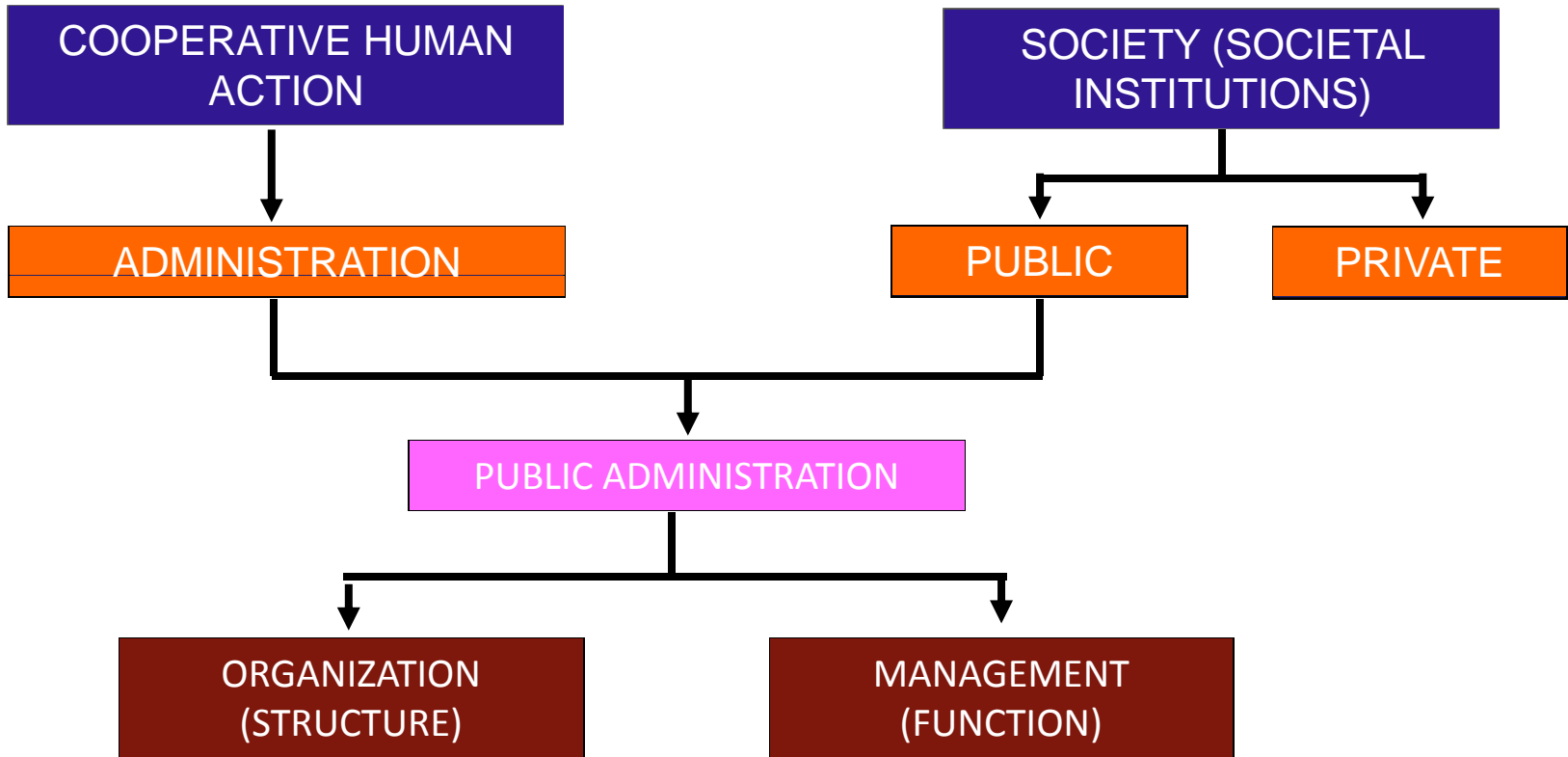
OTHER WAYS TO DEFINE PUBLIC ADMINISTRATION

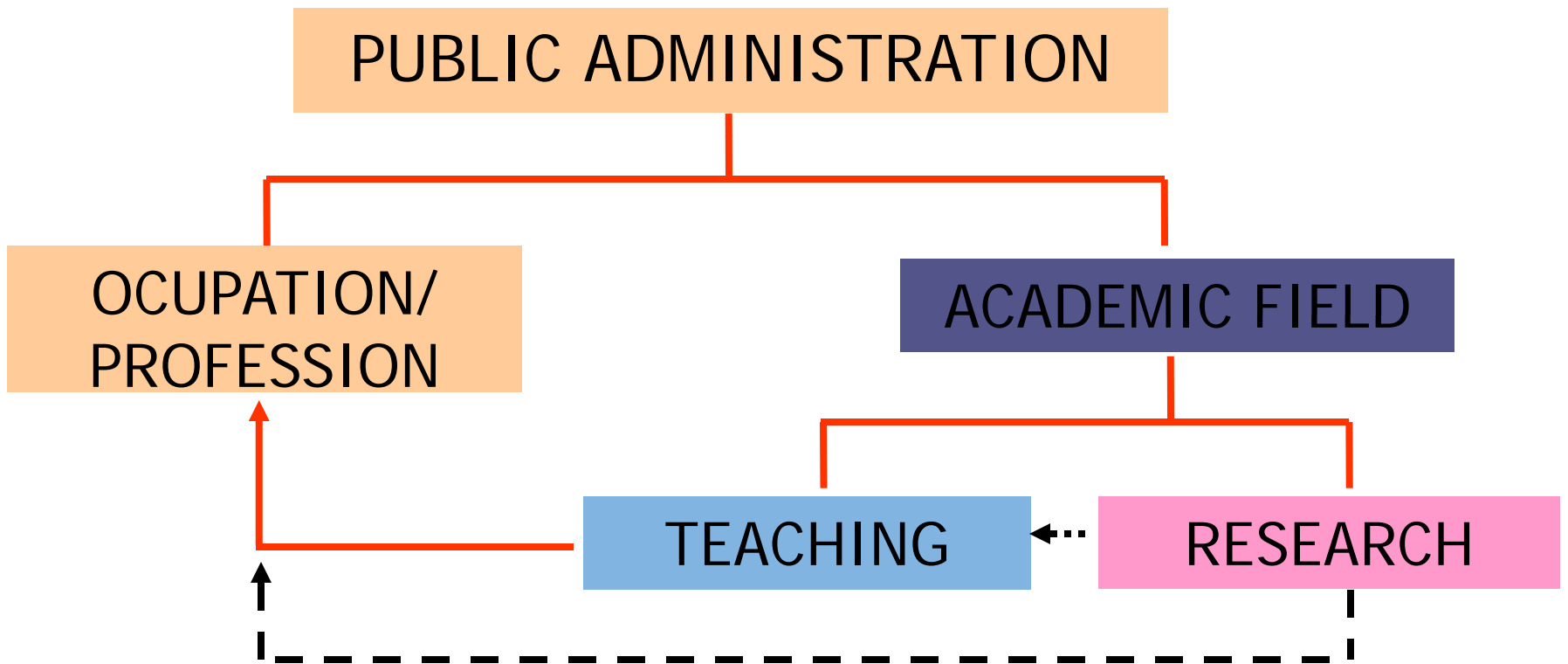
PUBLIC ADMINISTRATION CONCERNS ITSELF MORE WITH HOW POLITICIANS IN GOVERNMENT AND NON-ELECTED PUBLIC SECTOR EMPLOYEES DEVISE POLICY, SUSTAIN THE MACHINERY OF GOVERNMENT AND ENSURE POLICIES ARE PUT INTO PRACTICE.

(CHANDLER, 2000)

- ❑ THE ADMINISTRATION OR MANGEMENT OF MATTERS WHICH HAVE PRINCIPALLY TO DO WITH THE SOCIETY, POLITY, AND ITS SUBPARTS WHICH ARE NOT ESSENTIALLY PRIVATE, FAMILIAL, COMMERCIAL, OR INDIVIDUALISTIC.
- ❑ DISCIPLINED STUDY OF SUCH MATTERS.
 - ***IN ITS SIMPLEST MEANING, PUBLIC ADMINISTRATION HAS TO DO WITH MANAGING THE REALM OF GOVERNMENTAL AND OTHER PUBLIC ACTIVITIES***

(MARTINI, 1998)



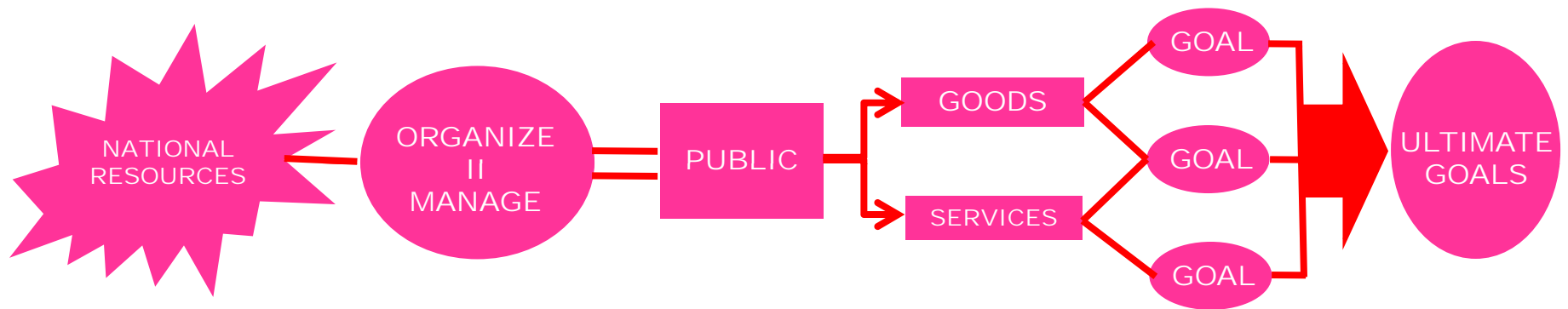


MAIN CONCERNS OF PUBLIC ADMINISTRATION

- 1. ORGANIZATIONAL BEHAVIOR AND THE BEHAVIOR OF PEOPLE IN PUBLIC ORGANIZATIONS;*
- 2. THE TECHNOLOGY OF MANAGEMENT AND THE INSTITUTIONS OF POLICY IMPLEMENTATION;*
- 3. THE PUBLIC INTEREST AS IT RELATES TO INDIVIDUAL ETHICAL CHOICE AND PUBLIC AFFAIRS.*

(BAILEY, 1968)

PUBLIC ADMINISTRATION



- NATURAL RESOURCES
- HUMAN RESOURCES
- RELIGION, ETHICS
- CULTURE, HERITAGE, TRADITION

- EMPLOYMENT
- POVERTY
- EDUCATION
- HEALTH
- JUSTICE
- DEMOCRACY
- ENVIRONMENT
- SECURITY

- SOCIAL JUSTICE
- INDIVIDUAL RIGHTS
- FREEDOM



APPROACHES TO PUBLIC ADMINISTRATION

- MANAGERIAL*
- POLITICAL*
- LEGAL*

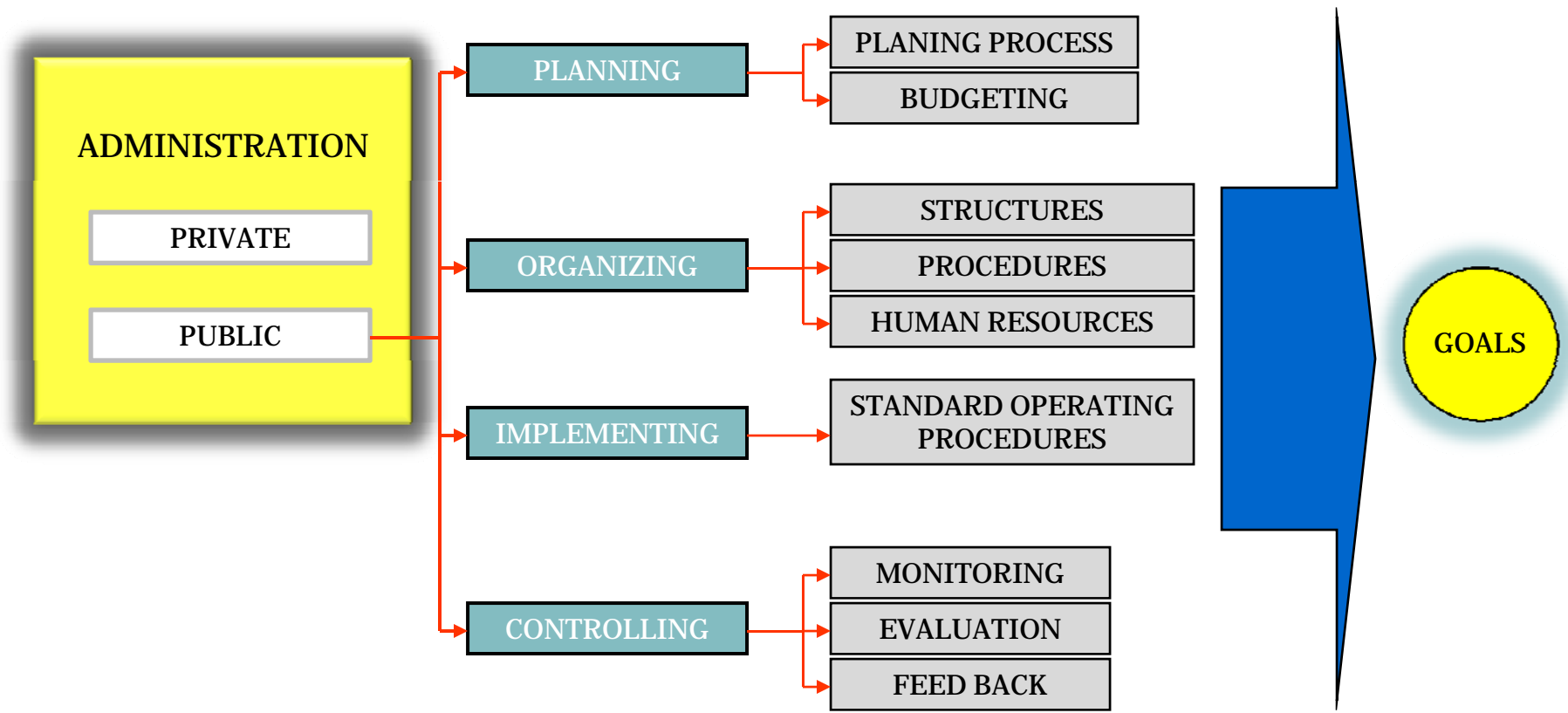
APPROACHES TO PUBLIC ADMINISTRATION

MANAGERIAL APPROACH

PUBLIC ADMINISTRATION IS GEARED
TOWARD THE MAXIMIZATION OF
EFFECTIVENESS, EFFICIENCY, AND
ECONOMY

(ROSENBLOOM, 2005)

PUBLIC ADMINISTRATION AS MANAGEMENT



APPROACHES TO PUBLIC ADMINISTRATION

POLITICAL APPROACH

- ❑ RESPONSIBILITY AND RESPONSIVENESS OF THE ADMINISTRATIVE AGENCIES AND THE BUREAUCRACIES TO THE ELECTED OFFICIALS (THE CHIEF EXECUTIVES, THE LEGISLATORS).
- ❑ IT IS OF CENTRAL IMPORTANCE IN A GOVERNMENT BASED INCREASINGLY ON THE EXERCISE OF DISCRETIONARY POWER BY THE AGENCIES OF ADMINISTRATION.

(ROSENBLOOM, 2005)

APPROACHES TO PUBLIC ADMINISTRATION

LEGAL APPROACH

- ❑ AN ADMINISTRATIVE AGENCY IS A GOVERNMENTAL AUTHORITY, OTHER THAN A COURT AND OTHER THAN A LEGISLATIVE BODY, WHICH AFFECTS THE RIGHTS OF PRIVATE PARTIES THROUGH EITHER ADJUDICATION, RULE MAKING, INVESTIGATING, PROSECUTING, NEGOTIATING, SETTLING, OR INFORMALLY ACTING.
- ❑ THE LEGAL APPROACH TO PUBLIC ADMINISTRATION EMPHASIZES THE RULE OF LAW.

(ROSENBLOOM, 2005)

PUBLIC VS PRIVATE

A COMMON USAGE OF 'PUBLIC' IS TO DISTINGUISH BETWEEN THE 'PUBLIC SECTOR' AND THE 'PRIVATE SECTOR', WHICH ESSENTIALLY REVOLVES AROUND DIFFERENCE OF OWNERSHIP (COLLECTIVE OWNERSHIP, IN THE NAME OF ALL CITIZEN, VERSUS INDIVIDUAL OWNERSHIP) AND MOTIVE (SOCIAL PURPOSE VERSUS PROFIT).

(BOVAIRD AND LÖFFER , 2003)

PUBLIC vs PRIVATE

- ❑ THE GOVERNMENTAL OBLIGATION TO PROMOTE THE PUBLIC INTEREST DISTINGUISHES PUBLIC ADMINISTRATION FROM PRIVATE MANAGEMENT. IN A MORAL AND BASIC SENSE, IT MUST SERVE “A HIGHER PURPOSE”.
- ❑ PRIVATE FIRMS ARE THOUGHT TO BEST SERVE THE GENERAL INTEREST BY VIGOROUSLY PURSUING THEIR OWN ECONOMIC INTEREST. THEIR TASK IS TO BE HIGHLY EFFICIENT AND COMPETITIVE IN THE MARKETPLACE. NOT ONLY IS PROFIT THE BOTTOM LINE, THE PROFIT MOTIVE IS VIEWED AS A POSITIVE SOCIAL AND ECONOMIC GOOD.

(ROSENBLOOM, 2005)

DISTINCTIONS OF PUBLIC AND PRIVATE ADMINISTRATION

PUBLIC ADMINISTRATION

1. SERVICE DELIVERY
2. POLITICAL PROCESS
3. LEGALISTIC APPROACH
4. BUREAUCRACY
5. INEFFICIENT
6. NO COMPETITION
7. SOCIAL WELFARE GOALS

PRIVATE ADMINISTRATION

1. PROFIT MOTIVATION
2. BUSINESS ACTIVITIES
3. PROFIT APPROACH
4. EGALITER
5. EFFICIENT
6. FREE COMPETITION
7. INDIVIDUAL WELFARE TARGETS

PUBLIC GOODS

- ❑ THE REMOTENESS OF MARKET FORCES FROM PUBLIC ADMINISTRATION ENABLES THE GOVERNMENT TO PROVIDE SERVICES AND PRODUCTS THAT COULD NOT PROFITABLY BE OFFERED BY PRIVATE FIRMS.
- ❑ SOME OF THESE SERVICES AND PRODUCTS ARE REFERRED TO AS PUBLIC GOODS OR QUASI-PUBLIC GOODS.



PUBLIC GOODS

WHEN UNIVERSAL ACCESS TO A GOOD, SUCH AS HEALTH CARE OR EDUCATION, SECURITY OR SAFETY BECOMES VIEWED AS AN ESSENTIAL INGREDIENT OF THE KIND OF SOCIETY THE POLITICAL SYSTEM WANTS TO FOSTER, IT IS LIKELY TO BE CONSIDERED A PUBLIC GOOD.



PUBLIC GOODS

BROADLY SPEAKING, THESE ARE GOODS, THAT INDIVIDUALS CANNOT BE EXCLUDED FROM ENJOYING, THAT ARE NOT EXHAUSTED OR SIGNIFICANTLY DIMINISHED AS MORE INDIVIDUALS USE THEM, AND FOR WHICH INDIVIDUALS DO NOT COMPETE.