

PUBLIC ADMINISTRATION: CONCEPTS AND PRACTICE

II. PUBLIC ADMINISTRATION AS A DEVELOPING DISCIPLINE

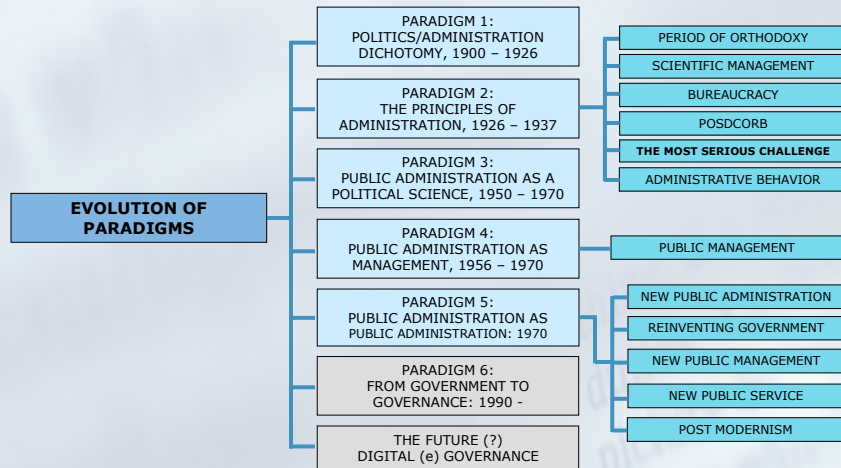


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CONTENTS

- ❑ PUBLIC ADMINISTRATION AS A DEVELOPING DISCIPLINE
- ❑ PARADIGM 1: POLITICS/ADMINISTRATION DICHOTOMY, 1900-1926
- ❑ PARADIGM 2: THE PRINCIPLES OF ADMINISTRATION, 1926 – 1937
- ❑ PARADIGM 3: PUBLIC ADMINISTRATION AS A POLITICAL SCIENCE, 1950-1970
- ❑ PARADIGM 4: PUBLIC ADMINISTRATION AS MANAGEMENT, 1956-1970
- ❑ PARADIGM 5: PUBLIC ADMINISTRATION AS PUBLIC ADMINISTRATION: 1970 –
- ❑ PARADIGM 6: FROM GOVERNMENT TO GOVERNANCE

PUBLIC ADMINISTRATION AS A DEVELOPING DISCIPLINE



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3

THE BEGINNING

- ❑ WOODROW WILSON'S FAMOUS 1887 ESSAY *THE STUDY OF ADMINISTRATION*.
- ❑ THE PUBLICATION OF WILSON'S ESSAY IS GENERALLY REGARDED AS THE BEGINNING OF PUBLIC ADMINISTRATION AS A SPECIFIC FIELD OF STUDY.

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4

❑ WILSON SOUGHT TO MOVE THE CONCERNS OF PUBLIC ADMINISTRATION TO INVESTIGATING THE ORGANIZATION AND METHODS OF GOVERNMENT OFFICES TOWARD:

1. WHAT GOVERNMENT CAN PROPERLY AND SUCCESSFULLY DO;
2. HOW IT CAN DO THESE PROPER THINGS WITH THE UTMOST POSSIBLE EFFICIENCY AND AT THE LEAST POSSIBLE COST EITHER OF MONEY OR ENERGY.

- ❑ IN HIS ESSAY, WILSON IS ALSO CREDITED WITH POSITING THE EXISTENCE OF MAJOR DISTINCTION BETWEEN POLITICS AND ADMINISTRATION.
- ❑ WILSON HAD STARTED WHAT BECAME KNOWN AS THE POLITICS-ADMINISTRATION DICHOTOMY.
- ❑ POLITICS AND ADMINISTRATION COULD BE DISTINGUISHED, HE ARGUED, AS THE EXPRESSION OF THE WILL OF THE STATE (POLITICS) AND THE EXECUTION OF THAT WILL (ADMINISTRATION).

PARADIGM 1: POLITICS/ADMINISTRATION DICHOTOMY, 1900-1926

- ❑ AN EXAMINATION OF THE POLITICS-ADMINISTRATION DICHOTOMY WAS OFFERED BY FRANK J. GOODNOW IN HIS BOOK, *POLITICS AND ADMINISTRATION* (1900).
- ❑ TO GOODNOW, MODERN ADMINISTRATION PRESENTED A NUMBER OF DILEMMAS INVOLVING POLITICAL AND ADMINISTRATIVE FUNCTIONS THAT HAD NOW SUPPLANTED THE TRADITIONAL CONCERN WITH THE SEPARATION OF POWERS AMONG THE VARIOUS BRANCHES OF GOVERNMENT.

- ❑ THE MOST SIGNIFICANT OTHER EARLY SCHOLAR OF PUBLIC ADMINISTRATION WAS WILLIAM F. WILLOUGHBY.
- ❑ HE BELIEVED THAT PUBLIC ADMINISTRATION HAD UNIVERSAL ASPECTS THAT WERE APPLICABLE TO ALL BRANCHES OF GOVERNMENT.
- ❑ WRITING IN 1918, HE OUTLINED DEVELOPMENTS THAT WERE LEADING TO THE CREATION OF MODERN BUDGET SYSTEMS.

❑ WILLOUGHBY ARGUES THAT BUDGET REFORM WOULD INVOLVE AROUND THREE MAJOR THREADS:

1. *HOW BUDGETS WOULD ADVANCE AND PROVIDE FOR POPULAR CONTROL;*
2. *HOW BUDGETS WOULD ENHANCE LEGISLATIVE AND EXECUTIVE COOPERATION; AND*
3. *HOW BUDGETS WOULD ENSURE ADMINISTRATIVE AND MANAGEMENT EFFICIENCY.*

- ❑ WHILE WOODROW WILSON PROVIDED THE RATIONALE FOR PUBLIC ADMINISTRATION TO BE AN ACADEMIC DISCIPLINE AND PROFESSIONAL SPECIALITY, IT REMAINED FOR LEONARD D. WHITE TO MOST CLEARLY ARTICULATE ITS PRELIMINARY OBJECTIVES.

- ❑ IN HIS PIONEERING 1926 BOOK, *INTRODUCTION TO THE STUDY OF PUBLIC ADMINISTRATION*, THE FIRST TEXT IN THE FIELD, HE NOTED FOUR CRITICAL ASSUMPTIONS THAT FORMED THE BASIS FOR THE STUDY OF PUBLIC ADMINISTRATION:
 1. ADMINISTRATION IS A UNITARY PROCESS THAT CAN BE STUDIED UNIFORMLY, AT THE FEDERAL, STATE, AND LOCAL LEVELS;
 2. THE BASIS FOR STUDY IS MANAGEMENT, NOT LAW;
 3. ADMINISTRATION IS STILL AN ART, BUT THE IDEAL OF TRANSFORMATION TO A SCIENCE IS BOTH FEASIBLE AND WORTHWHILE; AND
 4. THE RECOGNITION THAT ADMINISTRATION HAS BECOME, AND WILL CONTINUE TO BE THE HEART OF THE PROBLEM OF MODERN GOVERNMENT.

PARADIGM 2: THE PRINCIPLES OF ADMINISTRATION, 1926 – 1937

- ❑ AFTER WORLD WAR I PUBLIC ADMINISTRATION CHANGED INEXORABLY.
- ❑ THE UNITED STATES AND WESTERN EUROPE WERE CHANGING FROM A RURAL AGRICULTURAL SOCIETY TO AN URBAN INDUSTRIAL NATION.
- ❑ THIS REQUIRED A CONSIDERABLE RESPONSE FROM PUBLIC ADMINISTRATION BECAUSE SO MANY NEW FUNCTIONS AND PROGRAMMES WOULD BE ESTABLISHED.

- ❑ AS THE POPULATION BECAME INCREASINGLY URBAN, VASTLY EXPANDED PROGRAMMES WOULD BE NEEDED IN PUBLIC WORKS, PUBLIC HEALTH, AND PUBLIC SAFETY.
- ❑ PUBLIC ADMINISTRATION AS AN ACTIVITY WAS BOOMING ALL DURING THE 1920.

PERIOD OF ORTHODOXY

- ❑ PUBLIC ADMINISTRATION THEORISTS, SUCH AS DWIGHT WALDO, VINCENT OSTROM, NICHOLAS HENRY, AND HOWARD MCCURDY, WOULD DESCRIBE THE PATTERN OF DEVELOPMENT WITHIN PUBLIC ADMINISTRATION BETWEEN THE WORLD WARS AS A PERIOD OF ORTHODOXY.
- ❑ THE TENETS OF THIS ORTHODOX IDEOLOGY HELD THAT
 - 1) **TRUE DEMOCRACY AND TRUE EFFICIENCY ARE SYNONYMOUS, OR AT LEAST RECONCILABLE;**
 - 2) **THE WORK OF GOVERNMENT COULD BE NEATLY DIVIDED INTO DECISION MAKING AND EXECUTION;**
 - 3) **ADMINISTRATION WAS A SCIENCE WITH DISCOVERABLE PRINCIPLE.**

- ❑ A CRITICAL LINKAGE FOR THE STUDY OF ADMINISTRATION WAS ITS CONCERN WITH ORGANIZATION AND CONTROL.
- ❑ BY DEFINITION, CONTROL WAS TO BE BUILT INTO ORGANIZATIONAL STRUCTURE AND DESIGN TO ASSURE BOTH ACCOUNTABILITY AND EFFICIENCY.
- ❑ IN FACT, EARLY MANAGEMENT THEORISTS, ASSUMED THAT ORGANIZATION AND CONTROL WERE VIRTUALLY SYNONYMOUS.

SCIENTIFIC MANAGEMENT

- ❑ AT ABOUT THE SAME TIME WOODROW WILSON WAS CALLING FOR A SCIENCE OF MANAGEMENT, FREDERICK W. TAYLOR WAS INDEPENDENTLY CONDUCTING SOME OF HIS FIRST EXPERIMENTS IN A PHILADELPHIA STEEL PLANT.
- ❑ TAYLOR, GENERALLY CONSIDERED THE *FATHER OF SCIENTIFIC MANAGEMENT* PIONEERED THE DEVELOPMENT **OF TIME AND MOTION STUDIES.**
- ❑ HE WROTE THE RESULTS OF HIS STUDIES IN 1911 IN **THE PRINCIPLES OF SCIENTIFIC MANAGEMENT.**

- ❑ PREMISED UPON THE NOTION THAT THERE WAS "ONE BEST WAY" OF ACCOMPLISHING ANY GIVEN TASK, SCIENTIFIC MANAGEMENT SOUGHT TO INCREASE OUTPUT BY DISCOVERING THE FASTEST, MOST EFFICIENT, AND LEAST FATIGUING PRODUCTION METHODS.
- ❑ THE JOB OF THE SCIENTIFIC MANAGER, ONCE THE ONE BEST WAY WAS FOUND, WAS TO IMPOSE THIS PROCEDURE UPON ALL THE WORKFORCE.
- ❑ **CLASSICAL ORGANIZATION THEORY WOULD EVOLVE FROM THIS NOTION.**

- ❑ UNDER THE INFLUENCE OF THE SCIENTIFIC MANAGEMENT MOVEMENT, PUBLIC ADMINISTRATION BECAME INCREASINGLY CONCERNED WITH UNDERSTANDING BUREAUCRATIC FORMS OF ORGANIZATION.
- ❑ *THE DIVISION OF LABOR; SPAN OF CONTROL; ORGANIZATIONAL HIERARCHY AND CHAIN OF COMMAND; REPORTING SYSTEMS; DEPARTMENTALIZATION; AND THE DEVELOPMENT OF STANDARD OPERATING RULES, POLICIES, AND PROCEDURES* BECAME CRITICAL CONCERNS TO SCHOLARS AND PRACTITIONERS IN THE FIELD.

- ❑ OTHER SIGNIFICANT WORKS RELEVANT TO THIS PHASE WERE MARY FOLLET'S *CREATIVE EXPERIENCE* (1924), HENRY FAYOL'S *INDUSTRIAL AND GENERAL MANAGEMENT* (1930), AND JAMES D. MOONEY AND ALAN C. REILEY'S *PRINCIPLES OF ORGANIZATION* (1939).

BUREAUCRACY

- ❑ BUREAUCRACY EMERGED AS A DOMINANT FEATURE OF THE CONTEMPORARY WORLD.
- ❑ VIRTUALLY EVERYWHERE ONE LOOKED IN BOTH DEVELOPED AND DEVELOPING NATIONS, ECONOMIC, SOCIAL, AND POLITICAL LIFE WERE EXTENSIVELY AND EVER INCREASINGLY INFLUENCED BY BUREAUCRATIC ORGANIZATIONS.
- ❑ BUREAUCRACY, WHILE IT IS OFTEN USED AS A GENERAL INVECTIVE TO REFER TO ANY ORGANIZATION THAT IS PERCEIVED TO BE INEFFICIENT, IS MORE PROPERLY USED TO REFER TO A SPECIFIC SET OF STRUCTURAL ARRANGEMENTS.

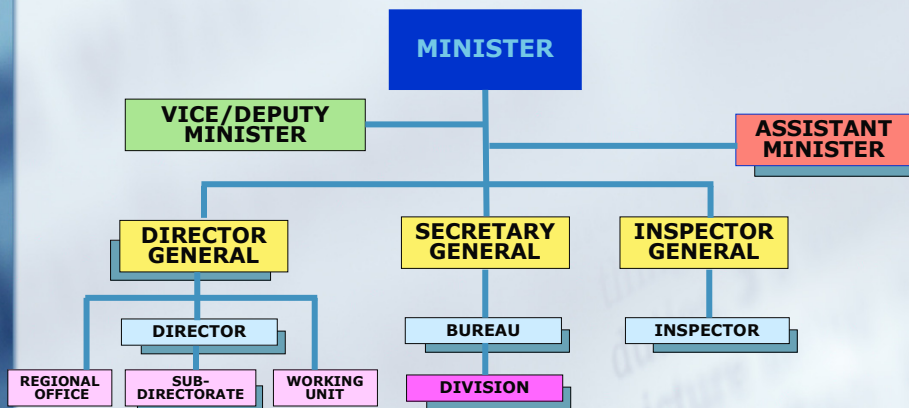
BUREAUCRACY LITERALLY MEANS RULE BY OFFICIALS, THE ADMINISTRATIVE MACHINERY OF THE STATE OR, MORE BROADLY, A RATIONAL AND RULE-GOVERNED MODE OF ORGANIZATION.

(HEYWOOD, 2002)

THE BASIC CONCEPTS

- ❑ SPECIALIZED JURISDICTIONS, OFFICES, AND TASKS, THAT IS, A DIVISION OF LABOR AND AUTHORITY REGARDING THE ACHIEVEMENT OF THE ORGANIZATION'S GOALS.
- ❑ A HIERARCHY OF AUTHORITY TO COORDINATE THE ACTIVITIES OF THE SPECIALIZED OFFICES AND INTEGRATE THEIR JURISDICTIONAL AUTHORITY.

- A CAREER STRUCTURE IN WHICH INDIVIDUAL EMPLOYEES OF THE ORGANIZATION MOVE THROUGH VARIOUS SPECIALIZATIONS AND RANKS. MOVEMENT IS BASED ON MERIT AND/OR SENIORITY.



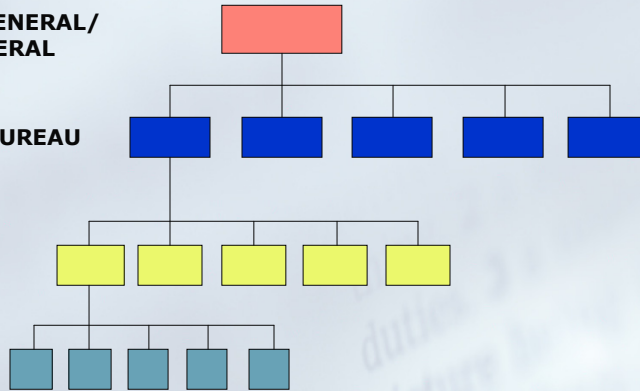
ORGANIZATION

**DIRECTORATE GENERAL/
SECRETARY GENERAL**

DIRECTORATE/BUREAU

DIVISION

SECTION



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25

- ❑ BUREAUCRATIC STRUCTURE TENDS TO BE PERMANENT. IT REMAINS INTACT REGARDLESS OF THE FLOW OF MEMBERS IN AND OUT OF IT. SOCIETY BECOMES DEPENDENT ON THE BUREAUCRACY'S FUNCTIONING TO THE EXTENT THAT CHAOS RESULTS IF IT IS DESTROYED.
- ❑ BY IMPLICATION, BUREAUCRACIES ARE LARGE ORGANIZATIONS.

(WEBER, 1947)

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26

IDEAL TYPE BUREAUCRACY

- ❑ CONTEMPORARY THINKING ALONG THESE LINES BEGINS WITH THE WORK OF THE BRILLIANT GERMAN SOCIOLOGIST MAX WEBER.
- ❑ HIS ANALYSIS OF *BUREAUCRACY*, FIRST PUBLISHED IN 1922 AFTER HIS DEATH, IS STILL THE MOST INFLUENTIAL STATEMENT –THE POINT OF DEPARTURE FOR ALL FURTHER ANALYSES– ON THE SUBJECT.
- ❑ WEBER USED AN "IDEAL-TYPE" APPROACH TO EXTRAPOLATE THE CENTRAL CORE OF FEATURES CHARACTERISTIC OF THE MOST FULLY DEVELOPED BUREAUCRATIC FORM OF ORGANIZATION.

WEBER'S IDEAL TYPE BUREAUCRACY

1. BUREAUCRACY IS BASED UPON *RULES* WHICH ARE ACCEPTED (IN BOARD TERMS) BY THE MEMBERS OF THE ORGANIZATION.
2. BUREAUCRACY IS RELATIVELY CONTINUOUS IN ITS OPERATION.
3. *THE SPHERES OF COMPETENCE* OF BUREAUCRATIC ADMINISTRATION ARE SPECIFIED.
4. BUREAUCRACY IS BASED UPON THE IDEA OF *HIERARCHY*.
5. THE OFFICIALS ARE *TRAINED* SO THAT THE STRUCTURES CAN FUNCTION IN THE WAYS INTENDED.

6. OFFICIALS IN BUREAUCRACY ARE NOT THEMSELVES OWNERS OF THE MEANS OF PRODUCTIONS.
7. OFFICIALS DO NOT 'OWN' THEIR JOBS, THAT IS, THE JOB ITSELF BELONGS TO THE ORGANIZATION, NOT TO THE INDIVIDUAL WHO HAPPENS TO BE OCCUPYING IT.
8. THE SUCCESSFUL AND COUNTINUING OPERATION OF BUREAUCRACY DEPENDS TO A LARGE EXTENT UPON *WRITTEN RECORD*.

CHARACTERISTICS OF BUREAUCRACY:

- ❑ IMPERSONAL
- ❑ FORMALISTIC
- ❑ RULE-BOUND
- ❑ HIGHLY DISCIPLINED

(ROSENBLOOM & KRAVCHUCK, 2005)

ADMINISTRATIVE RESPONSIBILITY

- ❑ DURING THIS FORMATIVE PERIOD OF PUBLIC ADMINISTRATION, MOST OF THE FOCUS WAS ON INTERNAL ISSUES: MANAGEMENT PRACTICES AND PROBLEMS; ORGANIZATIONAL BEHAVIOR AND STRUCTURES; AND BUDGETING AND PERSONNEL ISSUES.
- ❑ HOWEVER, THERE WAS ALSO ONGOING A PROFOUND DISCUSSION, OVER EXTERNAL ISSUES-SPECIFICALLY THE CONCEPT OF **ADMINISTRATIVE RESPONSIBILITY**.
- ❑ BASICALLY THE ISSUES INVOLVED WERE HOW CAN WE ENSURE THAT GOVERNMENTAL ADMINISTRATION, IN PURSUIT OF BEING RESPONSIVE TO INTEREST GROUPS, EXECUTIVE AND LEGISLATIVE FORCES, AND CONSTITUENCIES, WILL ACT LEGALLY AND RESPONSIBLY?

- ❑ THESE ISSUES WERE HOTLY DISCUSSED IN THE LATE 1930S AND EARLY 1940S BY CARL FRIEDRICH (1901-1984) AND HERMAN FINER (1898-1969), TWO PROMINENT POLITICAL SCIENTISTS.
- ❑ FRIEDRICH ARGUED THAT ADMINISTRATIVE RESPONSIBILITY IS BEST ASSURED INTERNALLY, THROUGH PROFESSIONALISM OR PROFESSIONAL STANDARDS OR CODES.
- ❑ INTERNAL CHECKS AND BALANCES WERE NECESSARY BECAUSE THE MODERN BUREAUCRAT'S POLICY EXPERTISE AND SPECIALIZED ABILITIES WERE SO EXTENSIVE (NECESSARILY SO BECAUSE OF THE INCREASING COMPLEXITIES OF MODERN POLICIES).
- ❑ CONSEQUENTLY, THERE WAS LITTLE REAL POSSIBILITY FOR ADEQUATE REVIEW BY AN OUTSIDE POLITICAL OR LEGISLATIVE SOURCE.

- ❑ FINER ARGUED, ON THE OTHER HAND, THAT ADMINISTRATIVE RESPONSIBILITY COULD ONLY BE MAINTAINED EXTERNALLY THROUGH LEGISLATIVE OR POPULAR CONTROLS.
- ❑ EXTERNAL CHECKS AND BALANCES WERE THE ONLY WAY TO ENSURE SUBORDINATION OF BUREAUCRATS BECAUSE INTERNAL POWER OF CONTROL WOULD, ULTIMATELY, LEAD TO CORRUPTION.

PUBLIC INTEREST

- ❑ BUT THE CLASSIC OVERVIEW OF THIS PROBLEM OF ADMINISTRATIVE RESPONSIBILITY AND ACCOUNTABILITY CAME FROM E. PENDLETON HERRING'S BOOK *PUBLIC ADMINISTRATION AND THE PUBLIC INTEREST* (1937).
- ❑ HERRING EXAMINED THE PROBLEMS POSED BY THE DRAMATIC INCREASE IN THE SCOPE OF GOVERNMENT AND THE INFLUENCE OF ADMINISTRATIVE DISCRETION.
- ❑ HE ACCEPTED THAT LAWS PASSED BY LEGISLATURES, INSTITUTIONS DESIGNED FOR COMPROMISE, WERE NECESSARILY THE PRODUCTS OF LEGISLATIVE COMPROMISE AND THUS OFTEN SO VAGUE THAT THEY WERE IN NEED OF FURTHER DEFINITION.

- ❑ THE BUREAUCRAT, HAD THE JOB OF PROVIDING DEFINITION TO THE GENERAL PRINCIPLES EMBODIED IN A STATUTE BY ISSUING SUPPLEMENTAL RULES AND REGULATIONS.
- ❑ UPON THE SHOULDERS OF THE BUREAUCRAT HAS BEEN PLACED IN LARGE PART THE BURDEN OF RECONCILING GROUP DIFFERENCES AND MAKING EFFECTIVE AND WORKABLE THE ECONOMIC AND SOCIAL COMPROMISES ARRIVED AT THROUGH THE LEGISLATIVE PROCESS.
- ❑ **IN EFFECT, IT BECAME THE JOB OF THE BUREAUCRAT TO ETHICALLY DEFINE THE PUBLIC INTEREST.**

- ❑ HERRING'S DISCUSSION OF THE PUBLIC INTEREST AND THE CRITICAL ROLES PLAYED BY BUREAUCRATS AND INTEREST GROUPS IN PUBLIC POLICY FORMULATION CORRECTLY ANTICIPATED MANY OF THE CRITICAL ISSUES STILL BEING GRAPPLED WITH IN SCHOOLS OF PUBLIC POLICY AND ADMINISTRATION TODAY.

THE MOST SERIOUS CHALLENGE CAME AMONG OTHERS FROM

1. PAUL APPLEBY, *BIG DEMOCRACY* (1945)
2. HELBERT SIMON, *ADMINISTRATIVE BEHAVIOR: A STUDY OF DECISION-MAKING PROCESS IN ADMINISTRATIVE ORGANIZATION* (1947).
3. ROBERT A. DAHL, *THE SCIENCE OF PUBLIC ADMINISTRATION: THREE PROBLEMS* (1948).
4. DWIGHT WALDO, *ADMINISTRATIVE STATE: A STUDY OF THE POLITICAL THEORY OF AMERICAN PUBLIC ADMINISTRATION* (1948).

- ❑ APPLEBY COMPARED GOVERNMENT TO BUSINESS. IN HIS CHAPTER "GOVERNMENT IS DIFFERENT", HE EMPHATICALLY SHATTERED PUBLIC ADMINISTRATION'S SELF-IMPOSED DEMARCATION BETWEEN POLITICS AND ADMINISTRATION.
- ❑ HE HELD THAT IT WAS A MYTH THAT POLITICS WAS SEPARATE AND COULD SOMEHOW BE TAKEN OUT OF ADMINISTRATION.
- ❑ POLITICAL INVOLVEMENT WAS GOOD –NOT EVIL– BECAUSE POLITICAL INVOLVEMENT IN ADMINISTRATION ACTED AS A CHECK ON THE ARBITRARY EXERCISE OF BUREAUCRATIC POWER.

ADMINISTRATIVE BEHAVIOR

- ❑ PERHAPS THE MOST SIGNIFICANT LANDMARK IN THE PUBLIC ADMINISTRATION WORLD OF THE 1940s WAS HERBERT SIMON'S.
- ❑ HE URGED THAT A TRUE SCIENTIFIC METHOD BE USED IN THE STUDY OF ADMINISTRATIVE PHENOMENA, THAT THE PERSPECTIVE OF LOGICAL POSITIVISM BE USED IN DEALING WITH QUESTIONS OF POLICY MAKING, AND THAT **DECISION MAKING IS THE TRUE HEART OF ADMINISTRATION.**

- ❑ IT WAS HERE THAT SIMON REFUTED THE PRINCIPLES APPROACH TO PUBLIC ADMINISTRATION THAT THEN DOMINATED ADMINISTRATIVE THINKING.
- ❑ SIMON EXAMINED GULICK'S POSDCORB AND ITS ASSOCIATED COMPONENTS AND FOUND THEM TO BE INCONSISTENT, CONFLICTING, AND INAPPLICABLE TO MANY OF THE ADMINISTRATIVE SITUATIONS FACING PUBLIC ADMINISTRATORS.
- ❑ HE INTRODUCED HIS CONCEPT OF "**BOUNDED RATIONALITY**" IN DECISION MAKING, THE IDEA THAT PEOPLE ARE RATIONAL DECISION MAKERS – WITHIN LIMIT.

- ❑ HE GOES ON TO BUILD UPON THE THEORETICAL FOUNDATIONS OF CHESTER I. BARNARD TO ADVOCATE A SYSTEMS APPROACH FOR EXAMINING THE VARIOUS FACETS OF ADMINISTRATIVE BEHAVIOR.
- ❑ SIMON UNDERSTOOD THAT ADMINISTRATIVE DECISION MAKERS WANTED TO MAKE **RATIONAL CHOICES** (*I.E.*, THE SINGLE "BEST" CHOICE), BUT THAT THERE WERE A LOT OF VARIABLES STANDING IN THE WAY OF LOCATING THE SINGLE MOST RATIONAL DECISION.

- ❑ FOR SIMON, A NEW PARADIGM FOR PUBLIC ADMINISTRATION MEANT THAT THERE OUGHT TO BE TWO KINDS OF PUBLIC ADMINISTRATIONIST WORKING IN HARMONY AND RECIPROCAL INTELLECTUAL STIMULATION:
 1. THOSE SCHOLARS CONCERNED WITH DEVELOPING A PURE SCIENCE OF ADMINISTRATION BASED ON A THROUGH GROUNDING IN SOCIAL PSYCHOLOGY AND;
 2. A LARGER GROUP CONCERNED WITH PRESCRIBING FOR PUBLIC POLICY.

- ❑ ROBERT A. DAHL, ONE OF THE MOST SIGNIFICANT OF THE EARLY BEHAVIORALISTS IN POLITICAL SCIENCE, ANALYZED THE STATE OF THE ART OF THE DISCIPLINE OF PUBLIC ADMINISTRATION.
- ❑ A SCIENCE OF PUBLIC ADMINISTRATION SHOULD:
 1. RECOGNIZES THE COMPLEXITIES OF HUMAN BEHAVIOR,
 2. DEALS WITH THE PROBLEMS OF NORMATIVE VALUES IN ADMINISTRATIVE SITUATIONS, AND
 3. TAKES INTO ACCOUNT THE RELATIONSHIP BETWEEN PUBLIC ADMINISTRATION AND ITS SOCIAL SETTING.

- ❑ THE INITIAL CRITIQUES OF THE PRINCIPLES OF ADMINISTRATION AND THE POLITICS-ADMINISTRATION DICHOTOMY RECEIVED SUPPORT FROM ANOTHER VERY INFLUENTIAL SOURCE, DWIGHT WALDO.
- ❑ HE ALSO SOUGHT TO DEFINE PUBLIC ADMINISTRATION IN TERMS OF **CULTURE**, GIVING STRONG IMPETUS TO **COMPARATIVE ADMINISTRATION** AS A SUB-FIELD OF STUDY OF PUBLIC ADMINISTRATION.

- ❑ WALDO'S OVERALL PERSPECTIVE HELD THAT PUBLIC ADMINISTRATION WAS A SUBSET OF POLITICAL SCIENCE, THAT THE LONGSTANDING ART OF PUBLIC ADMINISTRATION WOULD HAVE TO BE FUSED WITH THE NEWLY EMERGING SCIENCE OF PUBLIC ADMINISTRATION.
- ❑ ABOVE ALL, WALDO WAS A POPULIST WHO WAS CONTINUALLY CONCERNED ABOUT THE VALUES OF DEMOCRACY AND THE PHILOSOPHY OF PUBLIC ADMINISTRATION.

- ❑ BY MID-20th CENTURY THE TWO DEFINING PILLARS OF PUBLIC ADMINISTRATION –THE POLITICS/ ADMINISTRATION DICHOTOMY AND THE PRINCIPLES OF ADMINISTRATION– HAD BEEN ABANDONED BY CREATIVE INTELLECTS IN THE FIELD. THIS ABANDONMENT LEFT PUBLIC ADMINISTRATION BEREFT OF A DISTINCT EPISTEMOLOGICAL AND INTELLECTUAL IDENTITY.

PARADIGM 3: PUBLIC ADMINISTRATION AS A POLITICAL SCIENCE, 1950-1970

- ❑ BY THE END OF THE SECOND WORLD WAR, PUBLIC ADMINISTRATION IN THE U.S. AND OTHER WESTERN COUNTRIES HAD BEEN TRANSFORMED INTO A MODERN BUREAUCRATIC STATE.
- ❑ BUT THE PRINCIPLES OF ADMINISTRATION AS ESPOUSED BY SCIENTIFIC MANAGEMENT PROVED TO BE INCREASINGLY INADEQUATE WHEN GAUGED AGAINST THE SIZE AND COMPLEXITY OF MODERN GOVERNMENTS.
- ❑ IN THE POSTWAR PERIOD, NEW CHALLENGES TO THE TRADITIONAL THEMES OF ADMINISTRATION PREVAILED.
- ❑ MOST PROMINENT WERE THE FAMILIAR ISSUES OF THE NATURE AND EFFECTS OF BUREAUCRATIC ORGANIZATIONS AND THE POLITICAL DIMENSIONS OF THE NEW ADMINISTRATIVE STATE.

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47

- ❑ THE NEW DEAL AND WORLD WAR II KEYNESIAN ECONOMIC THEORY WERE SIGNIFICANT INFLUENCES ON THE THEORY AND PRACTICE OF PUBLIC ADMINISTRATION.
- ❑ WHILE THOSE WARS AGAINST DEPRESSION AND OPPRESSION WERE PRIMARILY ECONOMIC AND MILITARY OPERATIONS, THEY WERE ALSO IMMENSE MANAGERIAL UNDERTAKINGS.
- ❑ THE EXPERIENCE OF THOSE YEARS CALLED INTO QUESTION MUCH OF WHAT WAS THEN THE CONVENTIONAL WISDOM OF PUBLIC ADMINISTRATION.

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48

- ❑ THE POLITICS-ADMINISTRATION DICHOTOMY OF THE REFORM MOVEMENT LOST ITS VIABILITY AMID THE NEW DEAL AND THE WAR EFFORT.
- ❑ IT WAS SIMPLY NOT POSSIBLE TO TAKE VALUE-FREE PROCESSES OF BUSINESS AND APPLY THEM TO GOVERNMENT. GOVERNMENT, IN SPITE OF THE BEST EFFORTS OF MANY REFORMERS, WAS NOT A BUSINESS AND WAS NOT VALUE FREE.
- ❑ DURING THIS PERIOD PUBLIC ADMINISTRATION HAD RETURNED TO THE FOLD OF POLITICAL SCIENCE.

PARADIGM 4: PUBLIC ADMINISTRATION AS MANAGEMENT, 1956-1970

- ❑ PARTLY BECAUSE OF THEIR SECOND-CLASS CITIZENSHIP STATUS IN A NUMBER OF POLITICAL SCIENCE DEPARTMENT OF UNIVERSITIES, SOME PUBLIC ADMINISTRATIONISTS BEGAN SEARCHING FOR AN ALTERNATIVE.
- ❑ THE MANAGEMENT OPTION —WHICH SOMETIMES IS CALLED "ADMINISTRATIVE SCIENCE" OR "GENERIC MANAGEMENT"— WAS A VIABLE ALTERNATIVE FOR A SIGNIFICANT NUMBER OF SCHOLARS IN PUBLIC ADMINISTRATION.

- ❑ MANAGEMENT IS A FIELD THAT COVERS ORGANIZATION THEORY AND BEHAVIOR, PLANNING, DECISION MAKING, VARIOUS TECHNIQUES OF "MANAGEMENT SCIENCE" SUCH AS PATH ANALYSIS AND QUEUING THEORY, HUMAN RESOURCES MANAGEMENT, LEADERSHIP, MOTIVATION, COMMUNICATION, MANAGEMENT INFORMATION SYSTEMS, BUDGETING, AUDITING, PRODUCTIVITY, AND MARKETING.
- ❑ MANAGEMENT THINKING MANY STEMMING FROM THE BUSINESS SCHOOLS, FOSTERED THE ALTERNATIVE PARADIGM OF MANAGEMENT.

- ❑ SCIENTIFIC MANAGEMENT AND PRINCIPLES GAVE WAY TO ADMINISTRATIVE MANAGEMENT SCIENCE.
- ❑ FOREMOST AMONG THESE VOICES WAS THAT OF CATHERYN SECKLER-HUDSON (*BASIC CONCEPTS IN THE STUDY OF PUBLIC MANAGEMENT*, 1955).
- ❑ SHE RECOGNIZED THE POLICY AND POLITICAL IMPLICATIONS WITHIN THE SETTING OF PUBLIC ADMINISTRATION BUT GAVE PRIMARY WEIGHT TO THE PROBLEMS OF **PUBLIC MANAGEMENT**.
- ❑ SHE ARGUED THAT MANAGEMENT IS THE EFFECTIVE UTILIZATION OF HUMAN RESOURCES AND MATERIAL TO REACH THE KNOWN GOAL.

- ❑ SUCH OTHER WORKS AS JAMES G. MARCH AND HERBERT SIMON'S *ORGANIZATION* (1938), RICHARD CYERT AND MARCH'S *A BEHAVIORAL THEORY OF THE FIRM* (1963), MARCH'S *HANDBOOK OF ORGANIZATION* (1965), AND JAMES D. THOMPSON'S *ORGANIZATION IN ACTION* (1967) GAVE SOLID THEORETICAL REASONS FOR CHOOSING MANAGEMENT, WITH AN EMPHASIS ON *ORGANIZATION THEORY AS THE PARADIGM OF PUBLIC ADMINISTRATION*.

ORGANIZATIONAL DEVELOPMENT

- ❑ IN THE EARLY 1960s *ORGANIZATION DEVELOPMENT* BEGAN ITS RAPID RISE AS A SPECIALTY OF MANAGEMENT. AS A FOCUS, ORGANIZATION DEVELOPMENT REPRESENTED A PARTICULARLY TEMPTING ALTERNATIVE TO POLITICAL SCIENCE FOR MANY PUBLIC ADMINISTRATIONISTS.
- ❑ ORGANIZATION DEVELOPMENT AS A FIELD IS GROUNDED IN SOCIAL PSYCHOLOGY AND VALUES THE "DEMOCRATIZATION" OF BUREAUCRACIES, WHETHER PUBLIC OR PRIVATE, AND THE "SELF-ACTUALIZATION" OF INDIVIDUAL MEMBERS OF ORGANIZATIONS.

- ❑ IN AN EARLY WORK, *MEN, MANAGEMENT, AND MORALITY* (1967), GOLEMBIEWSKI DEVELOPED A CRITIQUE OF TRADITIONAL THEORIES OF ORGANIZATION, WITH THEIR EMPHASIS ON TOP DOWN AUTHORITY, HIERARCHICAL CONTROL, AND STANDARD OPERATING PROCEDURES, ARGUING THAT SUCH APPROACHES REFLECT AN INSENSITIVITY TO THE *MORAL* POSTURE OF THE INDIVIDUAL, SPECIFICALLY THE QUESTION OF INDIVIDUAL FREEDOM.

- ❑ HE SUGGESTED THAT DECISION-MAKING AND PROBLEM-SOLVING RESPONSIBILITIES BE LOCATED AS CLOSE AS POSSIBLE TO INFORMATION SOURCES AND TO MAKE COMPETITION, WHERE IT EXISTS, CONTRIBUTE TO MEETING WORK GOALS AS OPPOSED TO WIN-LOSE COMPETITION.
- ❑ MANAGERS SHOULD WORK, TO INCREASE SELF-CONTROL AND SELF-DIRECTION FOR PEOPLE WITHIN THE ORGANIZATION, TO CREATE CONDITIONS UNDER WHICH CONFLICT IS SURFACED AND MANAGED APPROPRIATELY AND POSITIVELY, AND TO INCREASE AWARENESS OF GROUP PROCESS AND ITS CONSEQUENCES FOR PERFORMANCE.

- ❑ GOLEMBIEWSKI URGED MANAGERS TO CREATE AN OPEN PROBLEM-SOLVING CLIMATE THROUGH THE ORGANIZATION SO THAT MEMBERS CAN CONFRONT PROBLEMS RATHER THAN FIGHT ABOUT OR FLEE FROM THEM. HE ENCOURAGED THEM TO BUILD TRUST AMONG INDIVIDUALS AND GROUPS THROUGHOUT THE ORGANIZATION, TO SUPPLEMENT OR EVEN REPLACE THE AUTHORITY OF ROLE OR STATUS WITH THE AUTHORITY OF KNOWLEDGE AND COMPETENCE.

- ❑ BECAUSE OF THESE VALUES, ORGANIZATION DEVELOPMENT WAS SEEN BY MANY YOUNGER PUBLIC ADMINISTRATIONISTS AS OFFERING A VERY COMPATIBLE AREA OF RESEARCH WITH-IN THE FRAMEWORK OF MANAGEMENT.
- ❑ DEMOCRATIC VALUES COULD BE CONSIDERED, NORMATIVE CONCERNS COULD BE BROACHED, AND INTELLECTUAL RIGOR AND SCIENTIFIC METHODOLOGIES COULD BE EMPLOYED.

(SEE AMONG OTHERS ROBERT T. GOLEMBIEWSKI, *PUBLIC ADMINISTRATION AS A DEVELOPING DISCIPLINE*, PART 2 *ORGANIZATION DEVELOPMENT AS ONE OF A FUTURE FAMILY OF MINIPARADIGMS*, 1977).

PARADIGM 5: PUBLIC ADMINISTRATION AS PUBLIC ADMINISTRATION: 1970 –

- ❑ IMPORTANT INTELLECTUAL DEVELOPMENTS OCCURRED IN THE STUDY OF PUBLIC ADMINISTRATION HAD THE EFFECT OF ENCOURAGING PUBLIC ADMINISTRATION SCHOLARS TO RE-CONSIDER THEIR LINKAGES WITH POLITICAL SCIENCE.
- ❑ THE FIRST, WAS THE EMERGENCE OF SCIENCE, TECHNOLOGY AND PUBLIC POLICY. THESE PROGRAM WERE THE INTELLECTUAL FORERUNNERS OF A LATER AND DEEPER SCHOLARLY INTEREST IN THE RELATIONSHIP BETWEEN KNOWLEDGE AND POWER, BUREAUCRACY AND DEMOCRACY, TECHNOLOGY AND MANAGEMENT, AND RELATED **TECHNOBUREAUCRATIC** DIMENSIONS.

- ❑ SECOND, THE RETURN OF PUBLIC ADMINISTRATION AS AN INDEPENDENT FIELD OF STUDY HAS BEEN STRENGTHENED BY THE DEVELOPMENT OF NEW THINKING IN THE FIELD, GIVING NEW MEANING, DIRECTION AND PURPOSE IN THE STUDY OF PUBLIC ADMINISTRATION AS WELL AS IN ITS PRACTICAL APPLICATION, SUCH AS: **NEW PUBLIC ADMINISTRATION, REINVENTING GOVERNMENT, NEW PUBLIC MANAGEMENT, NEW PUBLIC SERVICE.**

PARADIGM 6: FROM GOVERNMENT TO GOVERNANCE

- ❑ ETYMOLOGICALLY, GOVERNANCE CAN BE TRACED BACK TO THE GREEK VERB *KUBERNÁŃ* (TO PILOT OR STEER) AND WAS USED BY PLATO WITH REGARD TO HOW TO DESIGN A SYSTEM OF RULE. THE GREEK TERM GAVE RISE TO THE MEDIEVAL LATIN *GUBEMARC*, WHICH HAS THE SAME CONNOTATION OF PILOTING RULE-MAKING OR STEERING.

- ❑ GOVERNANCE IS THE INSTITUTIONAL CAPACITY OF PUBLIC ORGANIZATIONS TO PROVIDE THE PUBLIC AND OTHER GOODS DEMANDED BY A COUNTRY'S CITIZENS OR THEIR REPRESENTATIVES IN AN EFFECTIVE, TRANSPARENT, IMPARTIAL, AND ACCOUNTABLE MANNER, SUBJECT TO RESOURCE CONSTRAINTS (WORLD BANK, 2000).

- ❑ *WHY GOVERNANCE, AND NOT MERELY GOVERNMENT?*
- ❑ GOVERNANCE IS A BROADER AND MORE FUNDAMENTAL CONCEPT THAN THAT OF GOVERNMENT ALONE.
- ❑ THE CONCERN IS WITH THE LINKS BETWEEN PARTS OF THE POLITICAL SYSTEM AS WITH THE INSTITUTIONS THEMSELVES.
- ❑ PROBLEM OF MODERN GOVERNANCE IS NOT SO MUCH AN INSUFFICIENCY OF INSTRUMENTS RELATIVE TO THE CHANGING ON OBJECTIVES, BUT RATHER THE DEGREE OF INCOMPATIBILITY BETWEEN OBJECTIVES .

GOOD GOVERNANCE

- ❑ IN MANY COUNTRIES GOOD GOVERNANCE IS VERY MUCH A CURRENT TOPIC, AS PART OF THE AGENDA OF THE REFORM MOVEMENT.
- ❑ IT IS CONCERNED WITH SUCH ISSUES AS CORRUPTION, HUMAN RIGHTS, SOCIAL JUSTICE, EQUITY, RULE OF LAW.

□ UNIVERSALLY 'GOOD GOVERNANCE' RAISES SUCH ISSUES AS:

- STAKEHOLDERS ENGAGEMENT;
- TRANSPARENCY;
- THE EQUALITIES AGENDA (GENDER, ETHNIC GROUP, AGE, RELIGION, ETC);
- ETHICAL AND HONEST BEHAVIOR;
- ACCOUNTABILITY;
- SUSTAINABILITY.

□ THE CHARACTERISTICS OF 'GOOD GOVERNANCE':

- 1) AN EFFICIENT PUBLIC SERVICE;
- 2) AN INDEPENDENT JUDICIAL SYSTEM AND LEGAL FRAMEWORK TO ENFORCE CONTRACTS;
- 3) THE ACCOUNTABLE ADMINISTRATION OF PUBLIC FUNDS;
- 4) AN INDEPENDENT PUBLIC AUDITOR, RESPONSIBLE TO A REPRESENTATIVE LEGISLATURE;
- 5) RESPECT FOR LAW AND HUMAN RIGHTS AT ALL LEVELS OF GOVERNMENT;
- 6) A PLURALISTIC INSTITUTIONAL STRUCTURE; AND
- 7) A FREE PRESS.

(RHODES 1997)