

# THE THEORY OF PUBLIC ADMINISTRATION

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Linkage Masters Program  
Double Degree  
FIA-Brawijaya University and Japanese Universities

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Days-1  
Malang, November 9, 2006

## DESCRIPTION

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- ❑ PUBLIC ADMINISTRATION IS A FIELD WITH A SURPRISINGLY RICH HERITAGE.
- ❑ THE PURPOSE OF THE STUDY OF PUBLIC ADMINISTRATION IS TO PROMOTE A SUPERIOR UNDERSTANDING OF GOVERNMENT AND ITS RELATIONSHIP WITH THE SOCIETY IT GOVERNS, AS WELL AS TO ENCOURAGE PUBLIC POLICIES MORE RESPONSIVE TO SOCIAL NEEDS AND TO INSTITUTE MANAGERIAL PRACTICE ATTUNED TO EFFECTIVENESS, EFFICIENCY, AND THE DEEPER HUMAN REQUISITES OF THE CITIZENRY.
- ❑ BY POPULAR DEFINITION, THE FORMAL STUDY OF THE SUBJECTS IS BARELY MORE THAN A CENTURY OLD.

## DESCRIPTION

- ❑ HOWEVER DURING THAT CENTURY, GOVERNMENTAL BUREAUCRACIES HAVE GROWN LARGE AND MATURE.
- ❑ FROM ITS BEGINNING, THE DISCIPLINE HAS ALSO ENJOYED EXTENSIVE INTERACTION BETWEEN THOSE WHO STUDY THE SUBJECT AND THOSE WHO PRACTICE IT ALLOWING FOR MORE INTENSIVE EXPERIMENTATION THAN HAS BEEN POSSIBLE IN SOME SOCIAL SCIENCES.

## DESCRIPTION

- ❑ PUBLIC ADMINISTRATION IS OFTEN CHARACTERIZED AS A FRAGMENTED FIELD—ONE THAT IS PULLED IN COMPETING DIRECTIONS BY DIFFERENT INTELLECTUAL AND DISCIPLINARY PERSPECTIVES, AS WELL AS BY THE CONCERNS OF PRACTICE AND THEORY.
- ❑ NEVERTHELESS, IT DOES HAVE A COMMON CORE OF KNOWLEDGE AND COHERENT INTELLECTUAL HISTORY.

## THE PURPOSE

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- ❑ THE PURPOSE OF THIS COURSE IS TO PROVIDE AN ESSENTIAL RESOURCE FOR UNDERSTANDING THIS CORE AND CENTRAL SET OF IDEAS.
- ❑ THE COURSE WILL DISCUSS CONCEPTS, IDEAS, HISTORICAL PERSPECTIVES AND INTELLECTUAL FRAMEWORKS THAT ARE FUNDAMENTAL TO UNDERSTANDING CONTEMPORARY PUBLIC ADMINISTRATION, AS WELL AS ITS PRACTICAL APPLICATION IN SUCH FIELD AS BUDGETING AND FISCAL DECENTRALIZATION

## THE METHOD

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- ❑ THE COURSE WILL BE CONDUCTED THROUGH A COMBINATION OF LECTURES AND CLASS DISCUSSIONS.
- ❑ THE REQUIREMENTS ARE: STUDENT'S ATTENDANCE, COMPLETION OF ASSIGNMENTS, AND ACTIVE PARTICIPATION IN CLASS DISCUSSION.
- ❑ STUDENT SHOULD COME TO THE CLASS WITH HIGH MOTIVATION AND PREPARATION BASED ON THE TOPIC SCHEDULED FOR EACH SESSION.

## THE METHOD

- THE DAY WILL TYPICALLY START AND END WITH CLASS DISCUSSIONS.
- TO FACILITATE MORE INTENSIVE DISCUSSIONS THE CLASS WILL BE ORGANIZED IN GROUPS.
- ON THE FINAL DAY, THE CLASS WILL TURN INTO A SEMINAR TO HEAR, AND COMMENTS ON, THE PRESENTATION TO BE GIVEN BY EACH GROUP.

## THE GRADE

THE GRADE WILL BE BASED ON:

- 30% OF CLASS ATTENDANCE AND PARTICIPATION,
- 35% OF CLASS ASSIGNMENTS AND PAPERS, AND
- 35% OF THE FINAL PAPER.

## COURSE MATERIAL

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- THE COURSE DRAWS ITS MATERIALS FROM A VARIETY OF SOURCES IN PARTICULAR (ALTHOUGH NOT LIMITED TO) AS LISTED IN THE SELECT BIBLIOGRAPHY BELLOW.
- TO PREPARE FOR THE COURSE, STUDENTS ARE REQUIRED TO READ: *ADMINISTRASI PEMBANGUNAN: PERKEMBANGAN PEMIKIRAN DAN PRAKTIKNYA DI INDONESIA*, CHAPTER 1 TO 4.

## BIBLIOGRAPHY

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1. ASPINALL, EDWARD AND GREG FEALY, 2003, *LOCAL POWER AND POLITICS IN INDONESIA: DECENTRALIZATION AND DEMOCRATISATION*, THE INSTITUTE OF SOUTHEAST ASIAN STUDIES, SINGAPORE.
2. GOLEMBIEWSKI, ROBERT T., 1997, *PUBLIC ADMINISTRATION AS A DEVELOPING DISCIPLINE, PART 1 AND 2*, MARCEL DEKKER INC., MADISON AVENUE, NY, USA.
3. HENRY, NICHOLAS, 1995, *PUBLIC ADMINISTRATION AND PUBLIC AFFAIRS (6TH ED.)*, PRENTICE HALL, ENGLEWOOD CLIFFT, NEW JERSEY.

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4. KARTASASMITA, GINANDJAR, 1996, **ADMINISTRASI PEMBANGUNAN: PERKEMBANGAN PEMIKIRAN DAN PRAKTIKNYA DI INDONESIA**, LP3ES, JAKARTA, INDONESIA.
5. LEMAY, MICHAEL C, 2002, **PUBLIC ADMINISTRATION: CLASHING VALUES IN THE ADMINISTRATION OF PUBLIC POLICY**, WADSWORTH, BELMONT, CA, USA.
6. MUSGRAVE, RICHARD A, AND PEGGY B. MUSGRAVE, 1989, **PUBLIC FINANCE IN THEORY AND PRACTICE**, MCGRAW-HILL BOOK COMPANY, NEW YORK, NY, USA.

## BIBLIOGRAPHY

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7. ROSENBLOOM, DAVID H, AND ROBERT S. KRAVCHUK, 2005, **PUBLIC ADMINISTRATION**, MCGRAW-HILL BOOK COMPANY, NEW YORK, NY, USA.
8. SHAFRITZ, JAY M, AND ALBERT C. HYDE, 1991, **CLASSICS OF PUBLIC ADMINISTRATION**, WADSWORTH, BELMONT, CA, USA.

## CLASS SCHEDULE

DATE	S	TIME	TOPICS	READINGS
Nov, 9, 2006 (GK, DSB)		09:00 – 09:30	Course and Class Introduction	
	I	09:30 – 10:15	Definitions and Concepts	2, 3, 4, 6, 7
	II	10:15 – 11:00	Public Administration as a Developing Discipline	2, 3, 4
	III	11:15 – 12:00		
	IV	12:00 – 12:45	Current Issues in Public Administration	
Nov, 11, 2006 (DSB)	V	09:30 – 10:15	Planning and Budgeting	Hand Out
	VI	10:15 – 11:00	Planning and Budgeting	Hand Out
	VII	11:15 – 12:00	Budget Cycle and Fiscal Policy	4 (Ch 1,2,3)
	VIII	12:00 – 12:45	Budget Decision Making	5 (Ch 6,7)
Nov, 13, 2006 (GK, DSB)		12:00 – 12:30	Preparation for Presentation	
	IX	12:30 – 13:15	Presentation and Discussion	
	X	13:15 – 14:00	Presentation and Discussion (midterm)	
Nov, 18, 2006 (DSB)	XI	09:30 – 10:15	Government Institution	Hand Out
	XII	10:15 – 11:00	Decentralization and Local Autonomy	3 (Ch 4), 1
	XIII	11:15 – 12:00	Intergovernmental Relations	Hand Out
	XIV	12:00 – 12:45	Fiscal Decentralization	4 (Ch 27)
Nov, 27, 2006 (GK, DSB)		12:00 – 12:30	Preparation for Presentation	
	XV	12:30 – 13:15	Group Paper Seminar	
	XVI	13:15 – 14:00	Group Paper Seminar (final)	

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## I. DEFINITIONS AND CONCEPTS

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## **CONTENTS**

- WHAT IS PUBLIC ADMINISTRATION
- WHAT IS ADMINISTRATION?
- THE UNIVERSALITY OF ADMINISTRATION
- CHARACTERISTICS OF ADMINISTRATION
- ORGANIZATION
- MANAGEMENT
- WHAT IS PUBLIC?
- OTHER WAYS TO DEFINE PUBLIC ADMINISTRATION

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- APPROACHES TO PUBLIC ADMINISTRATION
  - PILLARS OF PUBLIC ADMINISTRATION
  - INTERDISCIPLINARY INTERFACE OF PUBLIC ADMINISTRATION
  - PUBLIC ADMINISTRATION AS MANAGEMENT
  - PUBLIC INTEREST VS PRIVATE INTEREST
  - PUBLIC GOODS
  - DISTINCTIONS OF PUBLIC AND PRIVATE ADMINISTRATION

## WHAT IS PUBLIC ADMINISTRATION ?

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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?

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- ❑ 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?

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*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*

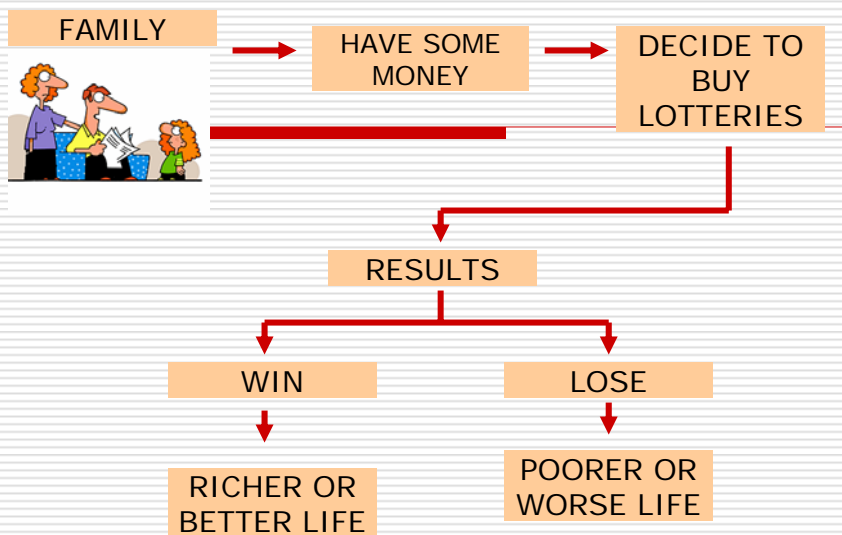
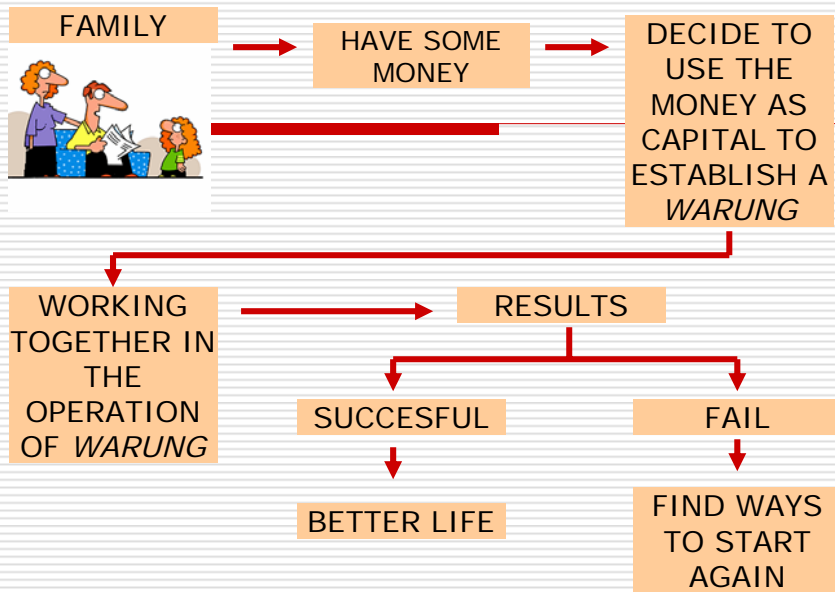
(WALDO, 1955)

## WHAT IS ADMINISTRATION?

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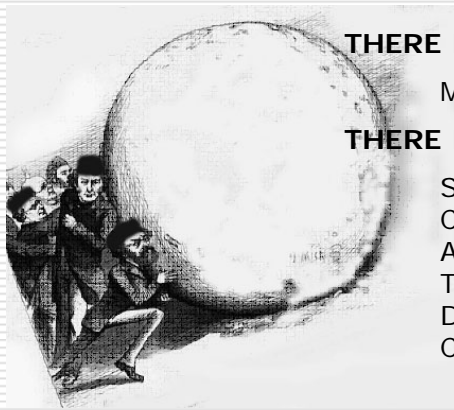
**ADMINISTRATION IS A PLANNED APPROACH TO THE SOLVING OF ALL KINDS OF PROBLEMS IN ALMOST EVERY INDIVIDUAL OR GROUP ACTIVITY, BOTH PUBLIC AND PRIVATE**

(DIMOCK, DIMOCK, AND KOENIG, 1960)



## WHAT IS ADMINISTRATION?

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### **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?

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

(SIMON, 1991)

## WHAT IS ADMINISTRATION?

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IN THE MORE RESTRICTED SENSE IT IS CONCERNED WITH SUCH QUESTIONS 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 OTHERS

(SIMON, 1991)

## THE UNIVERSALITY OF ADMINISTRATION

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- ❑ *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

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- ❑ *MUCH OF THIS ADMINISTRATION IS UNCONSCIOUS- THAT IS, NOT DELIBERATELY OR FORMALLY PLANNED- BUT IT IS ADMINISTRATION NEVERTHELESS.*
- ❑ *THE FATHER IS OFTEN CONSIDERED THE HEAD OF THE HOUSEHOLD, BUT HE IS NOT CONSCIOUSLY SELECTED AS SUCH BY A FORMAL VOTE. HE CERTAINLY PERFORMS ADMINISTRATIVE FUNCTIONS, MAKING DECISIONS FOR THE FAMILY AND ASSIGNING TASKS TO ITS MEMBER*

(SIMON, 1991)

## THE UNIVERSALITY OF ADMINISTRATION

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- ❑ *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

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

(WALDO, 1955)

## CHARACTERISTICS OF ADMINISTRATION

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

(WALDO, 1955)

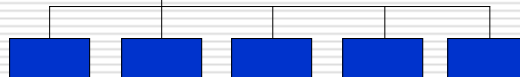
# ORGANIZATION

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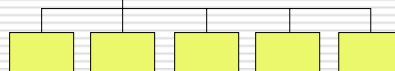
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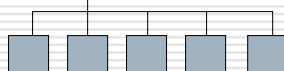
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# MANAGEMENT

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- GETTING THINGS DONE THROUGH THE EFFORTS OF OTHER PEOPLE.

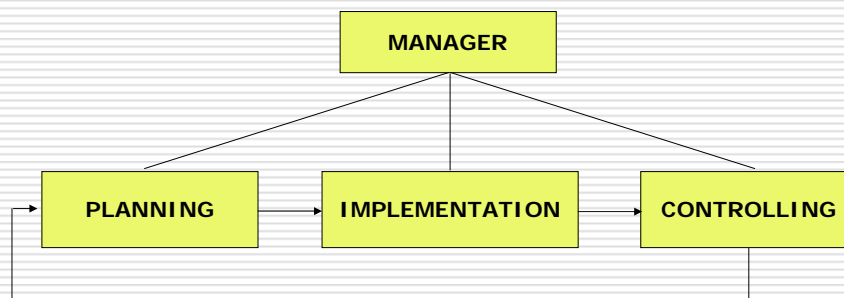
(TAYLOR, 1912)

- ACTION INTENDED TO ACHIEVE RATIONAL COOPERATION IN AN ADMINISTRATIVE SYSTEM.

(WALDO, 1955)

# MANAGEMENT

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## WHAT IS PUBLIC

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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)

## WHAT IS PUBLIC

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THE ESSENTIAL TASK OF THE PUBLIC DOMAIN:

- ❑ ENABLING AUTHORITATIVE **PUBLIC CHOICE** ABOUT COLLECTIVE ACTIVITY AND PURPOSE.
- ❑ IT IS ABOUT CLARIFYING, CONSTITUTING AND ACHIEVING A PUBLIC PURPOSE.

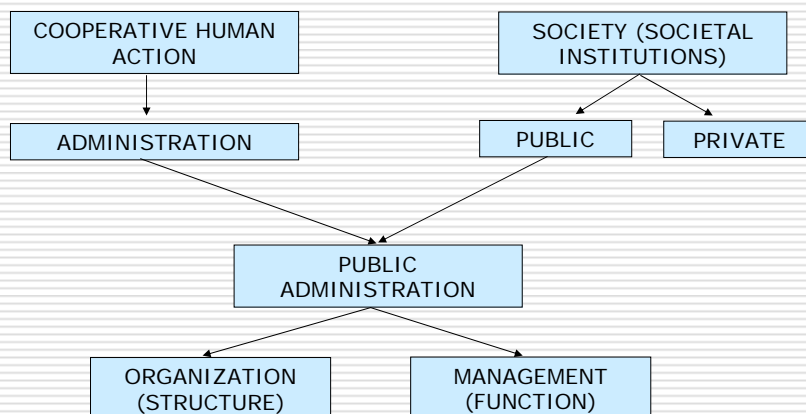
(RANSON AND STEWART, 1989)

## PUBLIC ADMINISTRATION IS

- ❑ 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)

## PUBLIC ADMINISTRATION IS



## OTHER WAYS TO DEFINE PUBLIC ADMINISTRATION

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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

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- ❑ *COOPERATIVE GROUP EFFORT IN PUBLIC SETTING*
- ❑ *COVERS ALL THREE BRANCHES: EXECUTIVE, LEGISLATIVE AND JUDICIAL AND THEIR RELATIONSHIP*
- ❑ *HAS AN IMPORTANT ROLE IN FORMULATING OF PUBLIC POLICY AND IS THUS A PART OF THE POLITICAL PROCESS*

(PIFFNER AND PRESTHUS, 1960)

## OTHER WAYS TO DEFINE PUBLIC ADMINISTRATION

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- ❑ *CLOSELY ASSOCIATED WITH NUMEROUS PRIVATE GROUPS AND INDIVIDUALS IN PROVIDING SERVICES TO THE COMMUNITY*
- ❑ *DIFFERENT IN SIGNIFICANT WAYS FROM PRIVATE SECTOR ADMINISTRATION*

(NIGRO AND NIGRO, 1970)

## OTHER WAYS TO DEFINE PUBLIC ADMINISTRATION

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*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)

## OTHER WAYS TO DEFINE PUBLIC ADMINISTRATION

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1. THE OCCUPATIONAL SECTOR, ENTERPRISES, AND ACTIVITIES HAVING TO DO WITH THE FORMULATION AND IMPLEMENTATION OF POLICY OF GOVERNMENTAL AND OTHER PUBLIC PROGRAMS AND THE MANAGEMENT OF ORGANIZATIONS AND ACTIVITIES INVOLVED
2. THE ACADEMIC FIELD CONCERNED WITH THE STUDY OF IMPROVEMENT OF, AND TRAINING FOR THE ACTIVITIES MENTIONED IN NO 1 (ABOVE)

(MARTINI, 1998)

## OTHER WAYS TO DEFINE PUBLIC ADMINISTRATION

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1. 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.
2. 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)

# APPROACHES TO PUBLIC ADMINISTRATION

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## MANAGERIAL APPROACH

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

(ROSENBLOOM, 2005)

# APPROACHES TO PUBLIC ADMINISTRATION

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## 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

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### 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)

## PILLARS OF PUBLIC ADMINISTRATION

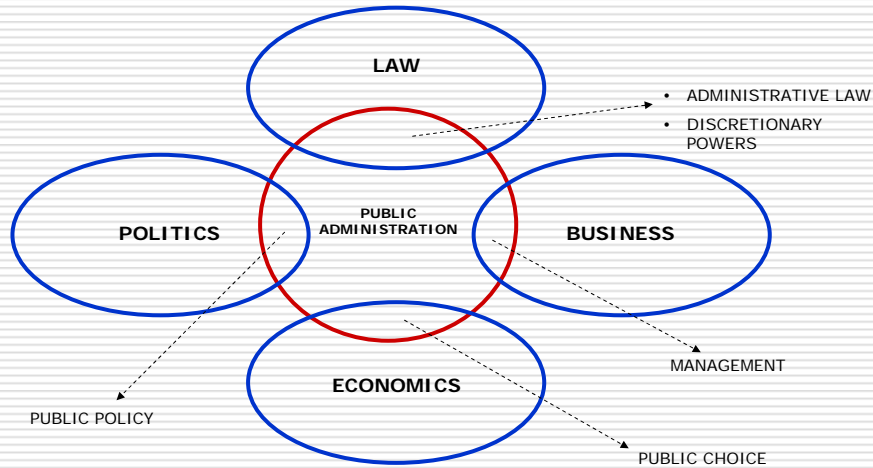
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THREE DEFINING PILLARS OF PUBLIC ADMINISTRATION:

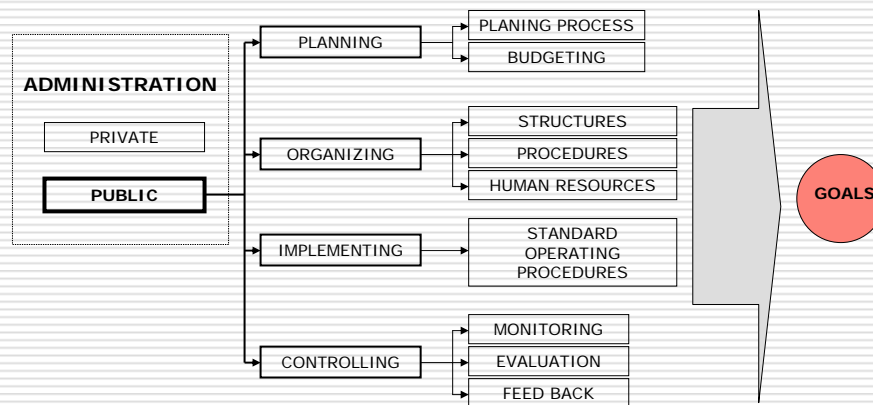
- 1. ORGANIZATIONAL BEHAVIOR AND THE BEHAVIOR OF PEOPLE IN PUBLIC ORGANIZATIONS;**
- 2. THE TECHNOLOGY OF MANAGEMENT AND THE INSTITUTIONS OF POLICY IMPLEMENTATION;**
- 3. THE PUBLIC INTEREST AS IT RELATES TO INDIVIDUAL ETHICAL CHOICE AND PUBLIC AFFAIRS.**

(BAILEY, 1968)

# INTERDISCIPLINARY INTERFACE OF PUBLIC ADMINISTRATION



# PUBLIC ADMINISTRATION AS MANAGEMENT



## PUBLIC INTEREST vs PRIVATE INTEREST

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- ❑ 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)

## PUBLIC GOODS

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- ❑ 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

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WHEN UNIVERSAL ACCESS TO A GOOD, SUCH AS HEALTH CARE OR EDUCATION, 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

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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

## PUBLIC GOODS

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- ❑ PRIVATE FIRMS TYPICALLY FACE MARKETS IN A FAR MORE DIRECT FASHION. UNDER FREE-MARKET CONDITIONS, IF THEY FAIL TO PRODUCE PRODUCTS OR SERVICES AT COMPETITIVE PRICES, CONSUMERS TURN TO OTHER SOURCES AND A COMPANY'S INCOME DECLINES.
- ❑ IN BETWEEN THE TYPICAL PUBLIC AGENCY AND THE PRIVATE FIRM IS A GRAY AREA IN WHICH NOT-FOR-PROFIT ORGANIZATION AND HIGHLY REGULATED INDUSTRIES, SUCH AS MANY UTILITIES, OPERATE.

## PUBLIC GOODS

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THE "**PUBLIC CHOICE**" MOVEMENT HOLDS THAT GOVERNMENT AGENCIES WILL BE MORE RESPONSIVE AND EFFICIENT IF THEY CAN BE COMPELLED TO REACT TO MARKETLIKE FORCES.

## **DISTINCTIONS OF PUBLIC AND PRIVATE ADMINISTRATION**

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### **PUBLIC ADMINISTRATION**

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

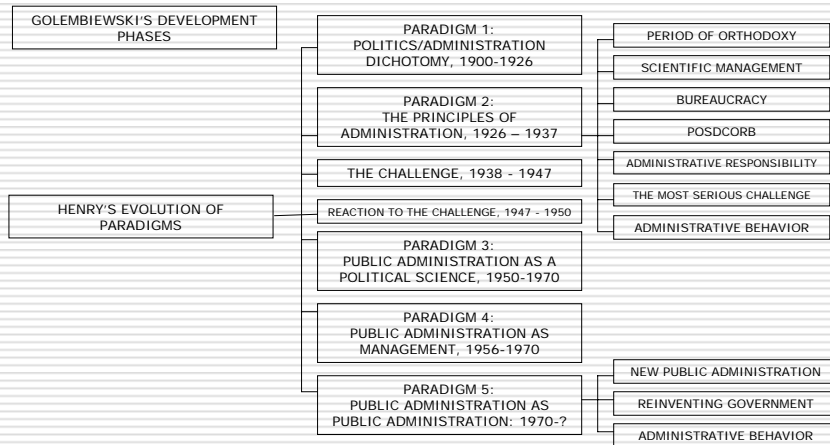
### **PRIVATE ADMINISTRATION**

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

## **II. PUBLIC ADMINISTRATION AS A DEVELOPING DISCIPLINE**

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## PUBLIC ADMINISTRATION AS A DEVELOPING DISCIPLINE



## CONTENTS

- ❑ GOLEMBIEWSKI'S DEVELOPMENT PHASES
- ❑ HENRY'S EVOLUTION OF PARADIGMS

## GOLEMBIEWSKI'S DEVELOPMENT PHASES

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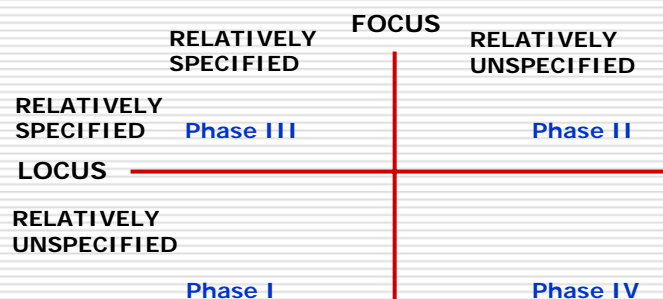
- ❑ THE CONCEPTUAL DEVELOPMENT OF PUBLIC ADMINISTRATION IS VIEWED BY GOLEMBIEWSKI (1977) AS BEING ENCOMPASSED BY THE FOUR CELLS OF THE 2 X 2 MATRIX.
- ❑ "FOCUS" REFERS TO THE ANALYTICAL TARGETS OF PUBLIC ADMINISTRATION, THE "WHAT" WITH WHICH SPECIALISTS ARE CONCERNED. "LOCUS" REFERS DIRECTLY TO THE "WHERE", TO THE CONTEXTS THAT ARE CONCEIVED TO YIELD THE PHENOMENA OF INTEREST.
- ❑ BOTH FOCUS AND LOCUS ARE DISTINGUISHED AS "RELATIVELY SPECIFIED" AND "RELATIVELY UNSPECIFIED".

(GOLEMBIEWSKI, 1977)

## GOLEMBIEWSKI'S DEVELOPMENT PHASES

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### 2 X 2 MATRIX



## GOLEMBIEWSKI'S DEVELOPMENT PHASES

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- THIS SIMPLE 2 X 2 MATRIX ACCOUNTS FOR MUCH OF THE HISTORICAL VARIATION IN THE CONCEPTUAL DEVELOPMENT OF PUBLIC ADMINISTRATION.
- ROUGHLY SPEAKING, THE CONTEMPORARY CONDITION OF THE FIELDS IS THE RESULT OF ITS HAVING PASSED THROUGH FOUR MAJOR STAGES OF PHASES OF CONCEPTUAL DEVELOPMENT THAT DIFFER BOTH IN LOCUS AND FOCUS, AND SOMETIMES RADICALLY SO.

## GOLEMBIEWSKI'S DEVELOPMENT PHASES

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- PHASE I. THE *ANALYTIC* DISTINCTION OF POLITICS FROM ADMINISTRATION, INTERPRETED AS IDEAL CATEGORIES OR FUNCTION OF GOVERNANCE, WHICH FUNCTIONS ARE PERFORMED IN DIFFERENT INSTITUTIONAL LOCI IN VARYING DEGREES.
- PHASE II. THE *CONCRETE* DISTINCTION OF POLITICS FROM ADMINISTRATION, WITH THE FORMER CONCEIVED AS HAVING A REAL LOCUS IN THE INTERACTION BETWEEN LEGISLATURES AND HIGH-LEVEL MEMBERS OF THE EXECUTIVE, AND THE LATTER AS HAVING A REAL LOCUS IN THE BULK OF THE PUBLIC BUREAUCRACY.

## GOLEMBIEWSKI'S DEVELOPMENT PHASES

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- PHASE III. A *SCIENCE OF MANAGEMENT*, WHICH EMPHASIZED THE ISOLATION AND ANALYSIS OF ADMINISTRATIVE PROCESSES, DYNAMICS, ACTIVITIES, OR "PRINCIPLES" THAT ARE SEEN AS UNIVERSAL.
- PHASE IV. THE PERVASIVE ORIENTATION TOWARD "*PUBLIC POLICY*", IN WHICH POLITICS AND ADMINISTRATION CO-MINGLE AND WHICH HAS A UNSPECIFIED LOCUS THAT ENCOMPASSES THE TOTAL SET OF PUBLIC AND PRIVATE INSTITUTIONS AND PROCESSES THAT ARE POLICY RELEVANT.

## HENRY'S EVOLUTION OF PARADIGMS

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- NICHOLAS HENRY (1995) USES THE NOTION OF LOCUS AND FOCUS IN REVIEWING THE INTELLECTUAL DEVELOPMENT OF PUBLIC ADMINISTRATION.
- HE SUGGESTED THAT PUBLIC ADMINISTRATION HAS DEVELOPED AS AN ACADEMIC FIELD THROUGH A SUCCESSION OF FIVE OVERLAPPING PARADIGMS.

## HENRY'S EVOLUTION OF PARADIGMS

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### ***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.

## HENRY'S EVOLUTION OF PARADIGMS

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- ❑ 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.

## HENRY'S EVOLUTION OF PARADIGMS

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- ❑ 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

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- ❑ 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.

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- 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.

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- 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.*

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- 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.

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- 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 TRANSFORMANCE 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**

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- ❑ 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.

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- ❑ 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 1920s.

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### **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 TRUE DEMOCRACY AND TRUE EFFICIENCY ARE SYNONYMOUS, OR AT LEAST RECONCILABLE, THAT THE WORK OF GOVERNMENT COULD BE NEATLY DIVIDED INTO DECISION MAKING AND EXECUTION, AND THAT ADMINISTRATION WAS A SCIENCE WITH DISCOVERABLE PRINCIPLE.

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- 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 THEORIST, ASSUMED THAT ORGANIZATION AND CONTROL WERE VIRTUALLY SYNONYMOUS.

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## **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*.

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- ❑ 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.**

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- 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.

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- 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).

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## **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.

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- ❑ 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.

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#### 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 COUNTINUOUS 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.

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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*.

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## **POSDCORB**

- ❑ IN 1937, LUTHER GULICK'S AND LYNDALL URWICK EDITED A COLLECTION: *PAPERS ON THE SCIENCE OF ADMINISTRATION*. OVERALL, THE *PAPERS* WERE A STATEMENT OF THE STATE OF THE ART OF ORGANIZATION THEORY.
- ❑ IT WAS HERE THAT GULLICK INTRODUCED HIS FAMOUS MNEMONIC, **POSDCORB** WHICH STANDS FOR THE SEVEN MAJOR FUNCTIONS OF MANAGEMENT- *PLANNING, ORGANIZING, STAFFING, DIRECTING, COORDINATING, REPORTING, AND BUDGETING*.

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- ❑ EVEN AS GULICK WROTE, HIS SCIENTIFIC APPROACH TO MANAGEMENT WAS BEING CONFRONTED BY THE MORE HUMANISTIC FOCUS THAT WOULD ULTIMATELY SUPPLANT IT.
  - ❑ MARY PARKER FOLLETT WAS A MAJOR VOICE FOR WHAT WOULD BE CALLED *PARTICIPATORY MANAGEMENT*.
  - ❑ IN A 1926 BOOK *THE GIVING OF ORDERS*, SHE WROTE ABOUT THE ADVANTAGES OF EXERCISING "POWER WITH" AS OPPOSED TO "POWER OVER."

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- ONE OF THE MOST FAMOUS MANAGEMENT STUDIES EVER REPORTED OF THE PERIOD, WAS CONDUCTED BY ELTON MAYO AND HIS ASSOCIATES FROM THE HARVARD BUSINESS SCHOOL (*THE HUMAN PROBLEMS IN AN INDUSTRIAL CIVILIZATION*, 1933).
  - THE DECADE-LONG SERIES OF EXPERIMENTS STARTED OUT AS TRADITIONAL SCIENTIFIC MANAGEMENT EXAMINATION OF THE RELATIONSHIP BETWEEN WORK ENVIRONMENT AND PRODUCTIVITY.
  - BUT THE EXPERIMENTERS, CAME UPON A FINDING THAT FACTORIES AND OTHER WORK SITUATIONS ARE, FIRST OF ALL, SOCIAL INSTITUTIONS.

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- THE WORKERS, AS FOLLETT HAD SUGGESTED A DECADE EARLIER, WERE MORE RESPONSIVE TO PEER PRESSURE THAN TO MANAGEMENT CONTROLS.
  - MAYO'S WORK WAS ONE OF A SERIES OF STUDIES KNOWN AS THE *HAWTHORNE STUDIES* WHICH ARE GENERALLY CONSIDERED TO BE THE GENESIS OF THE HUMAN RELATIONS SCHOOL OF MANAGEMENT THOUGHT.

## THE CHALLENGE TO PARADIGM 3: 1938-1950

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- ❑ CHESTER I. BARNARD FOLLOWED FOLLETT'S MAJOR THEMES WITH A FAR MORE COMPREHENSIVE THEORY. *THE FUNCTIONS OF THE EXECUTIVE* (1938).
- ❑ BARNARD SAW ORGANIZATIONS AS COOPERATIVE SYSTEMS WHERE *THE FUNCTION OF THE EXECUTIVE WAS TO MAINTAIN THE DYNAMIC EQUILIBRIUM BETWEEN THE NEEDS OF THE ORGANIZATION AND THE NEEDS OF ITS EMPLOYEES.*
- ❑ IN ORDER TO DO THIS, MANAGEMENT HAD TO BE AWARE OF THE INTERDEPENDENT NATURE OF THE FORMAL AND INFORMAL ORGANIZATION.
- ❑ BARNARD EMPHASIZED THE SIGNIFICANCE ROLE OF **INFORMAL ORGANIZATIONS.**

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### **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?

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- ❑ 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.

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- ❑ 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.

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## **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.

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- ❑ 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.

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- 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 WITHIN SCHOOLS OF PUBLIC POLICY AND ADMINISTRATION TODAY.

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### **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).

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- ❑ APPLEBY COMPARED GOVERNMENT TO BUSINESS. 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.

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### ***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.

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- 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", THE IDEA THAT PEOPLE ARE RATIONAL DECISION MAKERS – WITHIN LIMIT.

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- 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.

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□ 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.

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□ 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.

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- 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.

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- 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.

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- ❑ BY MID-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**

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- ❑ 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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- ❑ THE NEW DEAL, WORLD WAR II, AND 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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- ❑ THE POLITICS-ADMINISTRATION DICHOTOMY OF THE REFORM MOVEMENT LOST ITS VIABILITY AMIDST 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

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- 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.

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- 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.

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- ❑ 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.

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- ❑ SUCH OTHER WORKS AS JAMES G. MARCH AND HERBERT SIMON'S *ORGANIZATION* (1958), 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*.

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## **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.

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- BECAUSE OF THESE VALUES, ORGANIZATION DEVELOPMENT WAS SEEN BY MANY YOUNGER PUBLIC ADMINISTRATIONISTS AS OFFERING A VERY COMPATIBLE AREA OF RESEARCH WITHIN 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-?**

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- ❑ IN 1970, THE NATIONAL ASSOCIATION OF SCHOOLS OF PUBLIC AFFAIRS AND ADMINISTRATION (NASPAA) WAS FOUNDED.
- ❑ THE FORMATION OF NASPAA REPRESENTED NOT ONLY AN ACT OF SECESSION BY PUBLIC ADMINISTRATIONISTS FROM POLITICAL SCIENCE OR MANAGEMENT SCIENCE, BUT A RISE OF SELF-CONFIDENCE AS WELL.
- ❑ PROGRESS, PARTICULARLY IN THE AREA OF ORGANIZATION THEORY AND INFORMATION SCIENCE, HAS BEEN MADE IN THIS DIRECTION. ADDITIONALLY, CONSIDERABLE PROGRESS HAS BEEN MADE IN REFINING THE APPLIED TECHNIQUES AND METHODOLOGIES OF PUBLIC ADMINISTRATION.

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### ***THE NEW PUBLIC ADMINISTRATION***

- ❑ AN IMPORTANT DEVELOPMENT WAS THAT OF THE "NEW PUBLIC ADMINISTRATION." IN 1968, DWIGHT WALDO, SPONSORED A CONFERENCE OF YOUNG PUBLIC ADMINISTRATIONISTS ON THE NEW PUBLIC ADMINISTRATION.
- ❑ THE PROCEEDINGS WERE PUBLISHED AS A BOOK IN 1971, TITLED *TOWARD A NEW PUBLIC ADMINISTRATION: THE MINNOWBROOK PERSPECTIVE*.

- 
- THE FOCUS WAS DISINCLINED TO EXAMINE SUCH TRADITIONAL PHENOMENA AS EFFICIENCY, EFFECTIVENESS, BUDGETING, AND ADMINISTRATIVE TECHNIQUES. CONVERSELY, THE NEW PUBLIC ADMINISTRATION WAS VERY MUCH AWARE OF NORMATIVE THEORY, PHILOSOPHY, AND ACTIVISM.
  - THE QUESTIONS IT RAISED DEALT WITH VALUES, ETHICS, THE DEVELOPMENT OF THE INDIVIDUAL MEMBER IN THE ORGANIZATION, THE RELATION OF THE CLIENT WITH THE BUREAUCRACY, AND THE BROAD PROBLEMS OF URBANISM, TECHNOLOGY, AND VIOLENCE.

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- THE OVERRIDING TONE OF THE NEW PUBLIC ADMINISTRATION WAS A MORAL TONE.
  - THE *NEW PUBLIC ADMINISTRATION* CAN BE VIEWED AS A CALL FOR INDEPENDENCE FROM BOTH POLITICAL SCIENCE (IT WAS NOT, AFTER ALL, EVER CALLED THE NEW POLITICS OF BUREAUCRACY) AND MANAGEMENT (SINCE MANAGEMENT ALWAYS HAD BEEN EMPHATICALLY TECHNICAL RATHER THAN NORMATIVE IN APPROACH).

(SEE AMONG OTHERS, H. GEORGE FREDERICKSON, *TOWARD A NEW PUBLIC ADMINISTRATION*, 1977).

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## **REINVENTING GOVERNMENT**

- ❑ BUREAUCRATIC MODEL DEVELOPED IN CONDITIONS VERY DIFFERENT FROM THOSE EXISTING TODAY.
- ❑ IT DEVELOPED IN A SLOWER-PACED SOCIETY, WHEN CHANGE PROCEEDED AT MORE A LEISURELY PACE.
- ❑ IT DEVELOPED IN AN AGE OF HIERARCHY, WHEN ONLY THOSE AT THE TOP OF THE PYRAMID HAD ENOUGH INFORMATION TO MAKE INFORMED DECISIONS.
- ❑ IT DEVELOPED IN A SOCIETY OF PEOPLE WHO WORKED WITH THEIR HANDS, NOT THEIR MINDS.
- ❑ IT DEVELOPED IN A TIME OF MASS MARKETS, WHEN MOST PEOPLE HAD SIMILAR WANTS AND NEEDS.

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- ❑ AND IT DEVELOPED WITH STRONG GEOGRAPHIC COMMUNITIES –TIGHTLY KNIT NEIGHBORHOODS AND TOWNS.
  - ❑ TODAY’S ENVIRONMENT DEMANDS INSTITUTIONS THAT ARE EXTREMELY FLEXIBLE AND ADAPTABLE.
  - ❑ IT DEMANDS INSTITUTIONS THAT DELIVER HIGH QUALITY GOODS AND SERVICES.
  - ❑ IT DEMANDS INSTITUTIONS THAT ARE RESPONSIVE TO THEIR COSTUMERS, OFFERING CHOICES OF NONSTANDARDIZED SERVICES; THAT LEAD BY PERSUASION AND INCENTIVES RATHER THAN COMMANDS; THAT GIVE THEIR EMPLOYEES A SENSE OF MEANING AND CONTROL, EVEN OWNERSHIP.
  - ❑ IT DEMANDS INSTITUTIONS THAT EMPOWER CITIZENS RATHER THAN SIMPLY SERVING THEM.

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- ❑ MOST GOVERNMENT INSTITUTIONS PERFORM INCREASINGLY COMPLEX TASKS, IN COMPETITIVE, RAPIDLY CHANGING ENVIRONMENTS, WITH CUSTOMERS WHO WANT QUALITY AND CHOICE.
  - ❑ DAVID OSBORNE AND TED GABLER IN *REINVENTING GOVERNMENT* (1992) INTRODUCED THE CONCEPT OF *ENTREPREUNIAL GOVERNMENT*.

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1. CATALYTIC GOVERNMENT:  
STEERING RATHER THAN ROWING.
  2. COMMUNITY OWNED GOVERNMENT:  
EMPOWERING RATHER THAN SERVING.
  3. COMPETITIVE GOVERNMENT:  
INJECTING COMPETITION INTO SERVICE DELIVERY.
  4. MISSION-DRIVEN GOVERNMENT:  
TRANSFORMING RULE-DRIVEN ORGANIZATIONS
  5. RESULTS-ORIENTED GOVERNMENT:  
FUNGDING OUTCOMES, NO INPUTS.

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6. CUSTOMER-DRIVEN GOVERNMENT:  
MEETING THE NEEDS OF THE CUSTOMER, NOT  
THE BUREAUCRACY.
  7. ENTERPRISING GOVERNMENT:  
ERANING RATHER THAN SPENDING.
  8. ANTICIPATORY GOVERNMENT:  
PREVENTION RATHER THAN CURE.
  9. DECENTRELAIZED GOVERNMENT:  
FROM HIERARCHY TO PARTICIPATION AND  
TEAMWORK.
  10. MARKET-ORIENTED GOVERNMENT:  
LEVERAGING CHANGE THROUGH THE MARKET.

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### ***THE NEW PUBLIC MANAGEMENT (NPM)***

- IN THE EARLY 1990's, A NEW MANAGERIAL APPROACH TO PUBLIC ADMINISTRATION BEGAN TO TAKE HOLD. LIKE THE TRADITIONAL MANAGERIAL APPROACH AT ITS INCEPTION, THE NEW APPROACH IS REFORM-ORIENTED AND SEEKS TO IMPROVE PUBLIC SECTOR PERFORMANCE
- IT STARTS FROM THE PREMISE THAT TRADITIONAL, BUREAUCRATICALLY ORGANIZED PUBLIC ADMINISTRATION IS "BROKE" AND "BROKEN", AND CONSEQUENTLY THE PUBLIC HAS LOST FAITH IN GOVERNMENT.

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- IN THE U.S. NPM APPROACH WAS ADOPTED BY VICE PRESIDENT AL GORE'S NATIONAL PERFORMANCE REVIEW (NPR). ITS 1993 REPORT, *FROM RED TAPE TO RESULTS: CREATING A GOVERNMENT THAT WORKS BETTER & COSTS LESS*, EXPLICITLY SOUGHT A NEW CUSTOMER SERVICE CONTRACT WITH THE PEOPLE, A NEW GUARANTEE OF EFFECTIVE, EFFICIENT AND RESPONSIVE GOVERNMENT.

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- IT CALLED FOR AMONG OTHERS: PUTTING CUSTOMERS FIRST, MAKING SERVICE ORGANIZATIONS COMPETE, CREATING MARKET DYNAMICS, USING MARKET MECHANISMS TO SOLVE PROBLEMS, EMPOWERING EMPLOYEES TO GET RESULTS, DECENTRALIZATION DECISION MAKING POWER, STREAMLINING THE BUDGET PROCESS, DECENTRALIZATION PERSONNEL POLICY, AND STREAMLINING PROCUREMENT.

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- ❑ TODAY, THE NPM IS BECOMING THE DOMINANT MANAGERIAL APPROACH.
  - ❑ ITS KEY CONCEPT-SOMEWHAT EVOLUTIONARY A DECADE AGO- ARE NOW THE STANDARD LANGUAGE OF PUBLIC ADMINISTRATION.
  - ❑ TERMS SUCH AS "RESULTS ORIENTED", "CUSTOMERS FOCUSED", "EMPLOYEE EMPOWERMENT", "ENTREPRENEURSHIP", AND "OUTSOURCING", HAVE DOMINATED THE MAINSTREAM.

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**OVERALL, PUBLIC ADMINISTRATIVE CULTURE IS CHANGING TO BE MORE FLEXIBLE, INNOVATIVE, PROBLEM SOLVING, ENTREPRENEURIAL, AND ENTERPRISING AS OPPOSED TO RULE-BOUND, PROCESS-ORIENTED, AND FOCUSED ON INPUTS RATHER THAN RESULTS.**

## III CURRENT ISSUES IN PUBLIC ADMINISTRATION

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### CONTENTS

- DEVELOPMENT ADMINISTRATION
- ADMINISTRATIVE REFORM
- DEBUREAUCRATIZATION
- GOVERNANCE
- PUBLIC ADMINISTRATION IN A DEMOCRACY
- THE FUTURE OF PUBLIC ADMINISTRATION: E-GOVERNMENT?

## DEVELOPMENT ADMINISTRATION

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- ❑ AS DAHL AND WALDO POINTED OUT, CULTURAL FACTORS COULD MAKE PUBLIC ADMINISTRATION ON ONE PART OF THE GLOBE QUITE A DIFFERENT ANIMAL FROM PUBLIC ADMINISTRATION ON ANOTHER PART.
- ❑ THE MOVEMENT GAVE RISE TO A SEMIAUTONOMOUS SUBFIELD OF COMPARATIVE PUBLIC ADMINISTRATION IN WHICH **DEVELOPMENT ADMINISTRATION** CONCENTRATES ON THE DEVELOPING NATIONS.

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- ❑ THE CONCERN OF DEVELOPMENT ADMINISTRATION IS HOW CAN THE IDEAS AND MECHANISMS OF PUBLIC ADMINISTRATION BE USED AS INSTRUMENTS OF SOCIAL AND ECONOMIC DEVELOPMENT?

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- *DEVELOPMENT ADMINISTRATION* IS GENERALLY SIMILAR TO THE TRADITIONAL PUBLIC ADMINISTRATION IN ITS CONCERN WITH HOW A GOVERNMENT IMPLEMENTS ITS RULES, POLICIES, AND NORMS.
  - IT DIFFERS, HOWEVER, IN ITS OBJECTIVES, SCOPE, AND COMPLEXITY.
  - *DEVELOPMENT ADMINISTRATION* IS MORE INNOVATIVE, SINCE IT IS CONCERNED WITH THE SOCIETAL CHANGES INVOLVED IN ACHIEVING DEVELOPMENTAL OBJECTIVES.

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- *DEVELOPMENT ADMINISTRATION* IS THE NAME OFTEN GIVEN TO THE WAY A COUNTRY'S GOVERNMENT ACTS TO FULFILL ITS ROLE IN ACHIEVING DEVELOPMENT.
  - THE SYSTEMS APPROACH PROVIDES A USEFUL FRAMEWORK FOR TREATING THE PROBLEMS OF *DEVELOPMENT ADMINISTRATION*.

(RIGGS, 1977)

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□ THE THREE PROBLEMS OF GOVERNMENT ACTION :

1. HOW PURPOSEFULLY TO GUIDE GOVERNMENT ACTION TOWARD DEVELOPMENT OBJECTIVES;
2. HOW ACTUALLY TO TAKE ACCOUNT OF THE MANY AND COMPLEX INTERDEPENDENCIES OF SOCIETAL CHANGE; AND
3. HOW TO INSURE THAT GOVERNMENTAL ADMINISTRATION IS DYNAMIC AND INNOVATIVE.

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□ THE FUNCTION OF DEVELOPMENT ADMINISTRATION IS TO ASSURE THAT AN APPROPRIATELY CONGENIAL ENVIRONMENT AND EFFECTIVE ADMINISTRATION SUPPORT ARE PROVIDED FOR DELIVERY OF CAPITAL, MATERIALS, AND SERVICES WHERE NEEDED IN THE PRODUCTIVE PROCESS –WHETHER IN PUBLIC, PRIVATE, OR MIXED ECONOMIES.

(GANT, 1979)

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- SIX GROUPS OF NEEDED INPUTS:
    - 1) SKILLED MANPOWER,
    - 2) FINANCES,
    - 3) LOGISTICS (OR FACILITIES FOR THE PHYSICAL FLOW OF GOODS AND SERVICES),
    - 4) INFORMATION (FACILITIES FOR THE PHYSICAL TRANSMISSION OF DATA),
    - 5) PARTICIPATION (OF INDIVIDUALS AND GROUPS), AND
    - 6) LEGITIMATE POWER (TO ENFORCE DECISIONS).
  - THESE SIX INPUTS TOGETHER COMPOSE THE CONTENT OF DEVELOPMENT ACTION.

## ADMINISTRATIVE REFORM

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A USEFUL WORKING DEFINITION OF ADMINISTRATIVE REFORM IS THE *INDUCED, PERMANENT IMPROVEMENT IN ADMINISTRATION.*

(WALLIS, 1993)

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- THE WORD 'INDUCED' INDICATES A FORM OF ADMINISTRATIVE CHANGE WHICH IS DELIBERATELY BROUGHT ABOUT, NOT ONE WHICH JUST HAPPENS BY ACCIDENT OR WITHOUT THE MAKING OF ANY CONSCIOUS EFFORT.
  - THE WORD 'PERMANENT' CARRIES THE CONNOTATION THAT THE CHANGES INTRODUCED WILL BE LONG-TERM, NOT JUST TEMPORARY.
  - SIMPLY PUT TO IMPROVE MEANS 'TO MAKE BETTER'.

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- THE FOCUS IS ON THE NATIONAL ADMINISTRATIVE SYSTEM AS THE UNIT OF ANALYSIS AND IT TENDS TO CONCENTRATE ON BUREAUCRACY AS A NATIONAL INSTITUTION AS WELL AS THE BUREAUCRACY'S RELATIONS WITH THE ENVIRONMENT, PARTICULARLY THE POLITICAL AUTHORITY.

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- ❑ THE MEANING OF 'REFORM' IS QUITE DISTINCT FROM THE IDEA OF 'REVOLUTION', WHICH IMPLIES THE TOTAL OVERTHROW OF OLD STRUCTURES AND SYSTEM, AND THEIR REPLACEMENT BY NEW ONES.
  - ❑ REFORM IS BOTH CONTINUITY AND CHANGE. CONTINUITY WITHOUT CHANGE OR CHANGE WITHOUT CONTINUITY IS NOT REFORM.

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### ***THE DIFFICULTIES***

- ❑ LACK OF AWARENESS OF HOW BAD THE ADMINISTRATION'S PERFORMANCES IS, OR HOW IMPROVEMENTS MIGHT BE UNDERTAKEN.
- ❑ THE CHANGE INVOLVED IN ADMINISTRATIVE REFORM MAY MEET CONSIDERABLE RESISTANCE. BUREAUCRACIES THEMSELVES TEND TO DISLIKE CHANGE, ESPECIALLY WHEN THEIR OWN INTEREST ARE AT STAKE.
- ❑ PROPOSALS FOR CHANGE MAY BE TOO VAGUE OR CONFUSED TO BE EASILY PUT INTO PRACTISE.

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- ❑ THOSE WHO ARE RESPONSIBLE FOR IMPLEMENTATION MAY HAVE VERY LITTLE UNDERSTANDING OF WHAT IS SUPPOSED TO BE HAPPENING OR OF WHAT HAS BEEN PROPOSED
  - ❑ WHAT MAY WORK IN ONE SITUATION MAY BE QUITE UNWORKABLE IN ANOTHER.

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#### **REFORM AGENDAS:**

- ❑ INSTITUTIONAL BUILDING.
- ❑ INSTITUTIONAL EMPOWERMENT.
- ❑ SKILL AND PROFESSIONAL DEVELOPMENT  
--> CAPACITY BUILDING.
- ❑ DECENTRALIZATION.
- ❑ DEBUREAUCRATIZATION.
- ❑ PRIVATIZATION.

## DEBUREAUCRATIZATION

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- IN A CLIMATE OF SOCIAL VALUES THAT STRESS PARTICIPATION AND DEMOCRACY, BUREAUCRACIES WITH THEIR CENTRALIZED STRUCTURES OF AUTHORITY AND CONTROL ARE ANACHRONISTIC.

(PFEFFER AND SALANCIK, 1978)

- POLITICAL DEMOCRACY, SOCIETAL TRANSFORMATIONS, AND TECHNOLOGICAL PROGRESS HAVE MODIFIED THE STRUCTURES AND VALUES OF PUBLIC ADMINISTRATION.

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- A COMPLEX PROCESS OF FUNCTIONAL AND SOCIAL DIFFERENTIATION HAS GRADUALLY ERODED THE RIGIDITIES OF HIERARCHICAL AUTHORITY STRUCTURES AND FURTHER MITIGATED THE OLD PERCEIVED ANTINOMY BETWEEN STRUCTURE AND CHANGE.
  - IN MANY WAYS, DEBUREAUCRATIZATION IS THE MANY-SIDED OUTCOME OF THIS CUMULATIVE PROCESS.

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- THE STRAINS ON MODERN GOVERNMENT CAUSED BY THE GROWING COMPLEXITY AND SCALE OF OPERATION HAVE BROUGHT INTO SHARP FOCUS THE PROBLEM OF *CAPACITY*: HOW MUCH, A HUMAN ORGANIZATION CAN COMPREHEND, ABSORB, PROCESS AND ACCOMPLISH EFFECTIVELY.
  - DEBUREAUCRATIZATION RESPONDS TO A GROWING SENSE THAT SEVERAL CORE VALUES OF PUBLIC ADMINISTRATION NO LONGER CORESPOND, SUFFICIENTLY TO THE VALUES AND THE NEEDS OF SOCIETY AT LARGE.

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- THROUGHOUT THE WORLD TODAY, THERE IS A MOUNTING CHALLENGE TO CENTRALIZED, HIERARCHICAL, CONTROL-ORIENTED STRUCTURES.
  - DEBUREAUCRATIZATION CALLS FOR GREATER DEVOLUTION, DECENTRALIZATION, MORE FREEDOM FOR DIFFERENTIATION, AND EXPERIMENTATION, AND GREATER PARTICIPATION OF INTERESTED GROUPS IN PUBLIC POLICY MAKING.
  - DEBUREAUCRATIZATION DESCRIBE A COMPLEX TREND OF CHANGE, —DISAGGREGATION AND DIFFERENTIATION—IN THE PROCESS OF *CONVERSION OF ADMINISTRATIVE SYSTEMS FROM CLOSED TO OPEN SYSTEMS*.

## GOVERNANCE

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- ❑ QUESTION: DO GOVERNMENTS KNOW WHAT THEY ARE DOING? WHY SHOULD WE TRUST THEM?
- ❑ THE DEMAND FOR GOOD GOVERNANCE HAS A LONG HISTORY. BUT SELDOM HAVE THE FORMS OF GOVERNANCE BEEN UNDER GREATER CHALLENGE.
- ❑ DISSATISFACTION AND DISILLUSIONMENT ABOUT POLITICAL SOLUTIONS ARE RIFE.

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- ❑ 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 .
  - ❑ 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.

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- THE CONCEPT OF GOVERNANCE IS BROADER THAN GOVERNMENT, COVERING NON-STATE ACTORS (RHODES 1997).
  - IT ACCEPTS THAT THE MANAGEMENT OF THE NATION'S AFFAIRS MIGHT NEED MORE THAN GOVERNMENT TO ENSURE EFFECTIVENESS; IT SEES PARTIES, COURTS AND INTEREST GROUPS NOT AS PROBLEMS THAT GOVERNMENTS MUST OVERCOME BUT AS PART OF THE BROADER PROCESS.
  - *GOVERNANCE IS THE EXERCISE OF POLITICAL POWER TO MANAGE A NATION'S AFFAIRS (THE WORLD BANK, 1992).*

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- THE CHARACTERISTICS '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).

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- THE CURRENT *PUBLIC GOVERNANCE* DEBATE PLACES A NEW EMPHASIS ON 'WHAT MATTERS IS NOT WHAT WE DO, BUT HOW PEOPLE FEEL ABOUT WHAT WE DO' AND THAT 'PROCESSES MATTER' OR PUT DIFFERENTLY, 'THE ENDS DO NOT JUSTIFY THE MEANS'.

- 
- WHEREAS THE GOVERNANCE DISCUSSIONS IN THE PUBLIC SECTORS IS RELATIVELY RECENT, THE TERM *GOVERNANCE* IS MUCH MORE COMMON IN THE PRIVATE SECTOR WHERE A DEBATE ABOUT *CORPORATE GOVERNANCE* HAS BEEN GOING ON FOR QUITE SOME TIME.
  - *COORPORATE GOVERNANCE* REFERS TO ISSUES OF CONTROL AND DECISION-MAKING POWERS WITHIN THE PRIVATE (CORPORATE) ORGANIZATIONS.

- 
- 'CORPORATE GOVERNANCE' IS THE WATCHWORD OF THOSE WHO WISH TO IMPROVE THE ACCOUNTABILITY AND TRANSPARENCY OF THE ACTIONS OF MANAGEMENT, BUT WITHOUT FUNDAMENTALLY ALTERING THE BASIC STRUCTURE OF FIRMS

(ROE, 1994)

- 
- ANOTHER DEVELOPMENT IS THE GLOBALIZATION OF THE ECONOMY AND THE GROWING IMPORTANCE OF TRANSNATIONAL COMPANIES AND POLITICAL INSTITUTIONS LIKE THE EUROPEAN UNION (EU), WORLD TRADE ORGANIZATION (WTO), ASSOCIATION OF SOUTH EAST ASIAN NATIONS (ASEAN), AND NORTH AMERICAN FREE TRADE AGREEMENT (NAFTA).

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- THE DEREGULATIONS OF CAPITAL IN THE 1980s SET IN TRAIN A MASSIVE RESTRUCTURING OF BOTH DOMESTIC ECONOMIES AND THE INTERNATIONAL ECONOMIC SYSTEM.
  - WHAT SEEMS TO BE THE MAIN CONSEQUENCE OF GLOBALIZATION IN THE PRESENT CONTEX IS THE EROSION OF TRADITIONAL, DOMESTIC POLITICAL AUTHORITY.
  - INTERNATIONAL FORCES APPEAR TO OVERRIDE THE ABILITY OF NATIONAL GOVERNMENTS TO SOLVE THEIR OWN PROBLEM.

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- NEW DEMANDS OF ACCOUNTABILITY TO INTERNATIONAL MARKETS AND STANDARDS MAY CLASH WITH THE TRADITIONAL LINES OF ACCOUNTABILITY.
  - SOME COMMENTATORS (RHODES 1994, 1997; DAVIS 1997) HAVE CHARACTERISED THESE TRENDS AS A '*HOLLOWING OUT OF THE STATE*', IN WHICH THE COMBINED EFFECTS OF GLOBALISATION, INTERNATIONAL OBLIGATIONS, PRIVATISATION AND REDUCED REGULATION DEplete THE CAPACITY OF GOVERNMENT TO SHAPE AND ORGANISE SOCIETY.

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- ❑ PESSIMIST SUGGEST THAT GLOBALIZATION MEANS THAT GOVERNMENT EVERYWHERE HAVE BECOME POWERLESS AND THAT MANAGING GLOBALIZATION IS IMPOSSIBLE, SINCE GLOBALIZATION IS SHAPED BY MARKETS, NOT BY GOVERNMENT
  - ❑ SOME HAVE SUGGESTED THAT THIS POWERLESSNESS IS REINFORCED BY THE COMING OF THE INTERNET AGE –THAT THERE IS NO GOVERNANCE AGAINST THE ELECTRONIC HERD (FRIEDMAN, 2000).
  - ❑ *GLOBAL GOVERNANCE* HAS THEN BECOME VERY TOPICAL.
  - ❑ IN A NUTSHELL, GLOBAL GOVERNANCE IS ABOUT HOW TO COPE WITH PROBLEMS WHICH TRANSCEND THE BORDERS (SUCH AS AIR POLLUTION, NARCOTICS, TERRORISM OR THE EXPLOITATION OF CHILDS WORKERS) GIVEN THE LACK OF A WORLD GOVERNMENT.

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- ❑ IN INDONESIA 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 VIOLATION, RULE OF LAW.

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□ UNIVERSALLY 'GOOD GOVERNANCE' RAISES SUCH ISSUES AS:

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

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***ACCOUNTABILITY AND ETHICS***

- ACCOUNTABILITY IS THE DEGREE TO WHICH A PERSON MUST ANSWER TO SOME HIGHER AUTHORITY FOR ACTIONS IN THE LARGER SOCIETY OR IN THE AGENCY.
- ELECTED PUBLIC OFFICIALS ARE ACCOUNTABLE TO VOTERS. PUBLIC AGENCY MANAGERS ARE ACCOUNTABLE TO ELECTED EXECUTIVES AND LEGISLATURES.
- AGENCY LEADERS ARE HELD ACCOUNTABLE TO THE POLITICAL CULTURE OF SOCIETY, WHICH HOLDS GENERAL VALUES AND IDEAS OF DEMOCRACY AND PUBLIC MORALITY.

- 
- ❑ **ACCOUNTABILITY** IS DETERMINED BOTH EXTERNALLY (BY CODES OF ETHICS, LEGAL MANDATES CONTAINED IN A CONSTITUTION AND AUTHORIZATION LAWS, AND PROFESSIONAL CODES OR STANDARDS) AND INTERNALLY (BY AGENCY RULES AND REGULATIONS OR PERSONALLY INTERNALIZED NORMS OF BEHAVIOR AND MORAL ETHICS).
  - ❑ DEMOCRACY REQUIRES A SYSTEM OF ACCOUNTABILITY: CHECKS AND BALANCES ON GOVERNMENT STRUCTURES, THE SECURITY OF REGULAR AUDITS, AND THE INQUISITIVE EYE OF COMMUNITY AND MEDIA WATCHDOGS.

(ROOSENBLOOM, KRAVCHUCK, 2005)

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- ❑ **ETHICS** CONCERN WITH WHAT IS RIGHT AND WHAT IS WRONG.

(FREDERICKSON, 1994)

- ❑ **ETHICS** CAN BE CONSIDERED A FORM OF SELF-ACCOUNTABILITY, OR AN "INNER CHECK" ON PUBLIC ADMINISTRATORS CONDUCT.

(ROOSENBLOOM, KRAVCHUCK, 2005)

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- ❑ ETHICS ARE IMBEDDED IN THE VALUES AND NORMS OF SOCIETY, AND IN AN ORGANIZATION IN ITS ORGANIZATIONAL CULTURE.
  - ❑ *VALUES* ARE ANY OBJECT OR QUALITIES DESIRABLE AS MEANS OR ENDS THEMSELVES, SUCH AS LIFE, JUSTICE, EQUALITY, HONESTY, EFFICIENCY, FREEDOM. *VALUES* ARE BELIEFS, POINTS OF VIEW, ATTITUDES.

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- ❑ *STANDARDS AND NORMS* ARE DEFINED AS PRINCIPLES OF RIGHT ACTION BINDING UPON THE MEMBERS OF A GROUP AND SERVING TO GUIDE, CONTROL, OR REGULATE PROPER AND ACCEPTABLE BEHAVIOR.
  - ❑ *STANDARDS AND NORMS* ARE THE CODIFICATION OF GROUP, ORGANIZATIONAL, COMMUNITY, OR GOVERNMENTAL VALUES. LAWS, REGULATIONS, CODES OF ETHICS.
  - ❑ RULES ARE TYPICAL OF STANDARDS AND NORMS.

(FREDERICKSON, 1994)

- 
- AN ORGANIZATION'S CULTURE IS COMPOSED OF THE *BASIC ASSUMPTIONS* AND *BELIEFS* THAT ARE SHARED BY MEMBERS OF THE ORGANIZATION, THAT OPERATE UNCONSCIOUSLY, AND THAT DEFINE IN A BASIC TAKEN-FOR-GRANTED FASHION AN ORGANIZATION'S VIEW OF ITSELF AND ITS ENVIRONMENT.
  - *ORGANIZATIONAL CULTURE* IS A SOCIAL FORCE THAT CONTROLS PATTERNS OF ORGANIZATIONAL BEHAVIOR BY SHAPING MEMBERS' COGNITIONS AND PERCEPTIONS OF MEANINGS AND REALITIES, PROVIDING EFFECTIVE ENERGY FOR MOBILIZATION AND IDENTIFYING WHO BELONGS AND WHO DOES NOT.

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- *ETHICS IS NOT ONLY THE HEART OF ORGANIZATIONAL CULTURE, IT IS ALSO THE FULCRUM FOR PRODUCING CHANGE. SINCE ETHICS IS THE FULCRUM FOR CHANGING CULTURE, CHANGING CULTURE WITHOUT ETHICS IS AKIN TO CHANGING A TIRE WITHOUT A JACK"*

(PASTIN, 1986)

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## ***THE ETHICAL DIMENSIONS OF DECISION MAKING***

- ❑ WHEN MAKING DECISIONS, PUBLIC ADMINISTRATORS INEVITABLY PURSUE CERTAIN GOALS, WHETHER PERSONAL, ORGANIZATIONAL, OR SOME MIXTURE OF BOTH. THE PURSUIT OF GOALS INVOLVES STRATEGIC AND TACTICAL CHOICES TO ACHIEVE THEM (MEANS AND ENDS).
- ❑ SUCH DECISIONS RAISE QUESTIONS ABOUT THE PROPRIETY OF THE MEANS USED IN IMPLEMENTING A COURSE OF ACTION TO DEAL WITH A PUBLIC PROBLEM.

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## ***INSTITUTIONAL ETHICS***

- ❑ WHEN AN INSTITUTION OF GOVERNMENT PURSUES ORGANIZATIONAL GOALS AND SETS ON A COURSE OF ACTION TOWARD REACHING THOSE GOALS, THE END ITSELF MAY BE SEEN AS SO COMPELLING AS TO SEEMINGLY JUSTIFY ANY MEANS.
- ❑ ORGANIZATIONS HAVE OFTEN STRIVEN TO CLARIFY SUCH DILEMMAS IN DECISION MAKING BY ARTICULATING CODES OF ETHICS TO GUIDE THE BEHAVIOR OF THEIR MEMBERS.

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### ***PERSONAL ETHICS***

- ❑ OFTEN AT ISSUE IN DECISION MAKING ARE PERSONAL ETHICS.
- ❑ THE TEMPTATION TO DIVERT SOME OF PUBLIC FUNDS OR RESOURCES TO PERSONAL USE CAN BE GREAT AND THE RISK OF EXPOSURE OFTEN SMALL.
- ❑ THE MAIN REASON FOR THE WORLDWIDE PRESENCE OF PUBLIC ADMINISTRATIVE CORRUPTION IS THAT PUBLIC ADMINISTRATORS HAVE SOMETHING TO ALLOCATE THAT OTHER PEOPLE WANT.

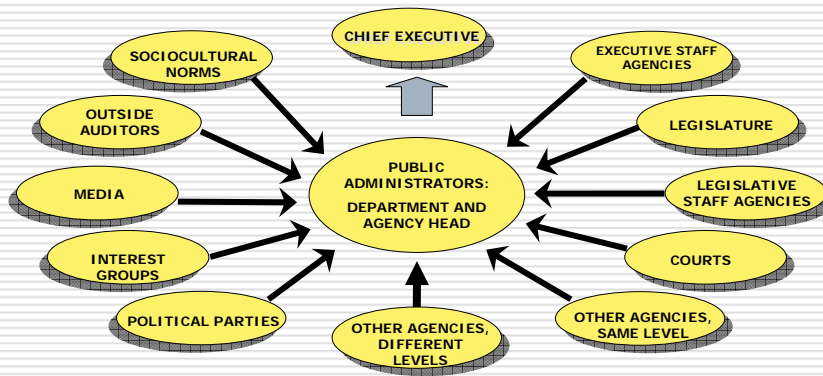
- 
- ❑ THE PROBLEM OF CORRUPTION IS ENDEMIC TO POLITICS AND TO GOVERNMENT SIMPLY BECAUSE ITS DECISIONS INVOLVE SO MUCH POWER AND WEALTH.
  - ❑ IT BECOMES COMMONPLACE AT ALL LEVELS OF GOVERNMENT--IN THE WAYS CONTRACTS ARE AWARDED, JOBS ARE CREATED AND FILLED, PEOPLE ARE HIRED, OFFICES ARE SOLD, FAVORED POLITICAL ALLIES ARE REWARDED, POWER IS EXERTED, AND THE NEEDS OR PLIGHT OF OTHERS ARE IGNORED.

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- ❑ THE DEMAND FOR GOVERNMENT'S REWARDS FREQUENTLY EXCEEDS THE SUPPLY, AND ROUTINE DECISION-MAKING PROCESSES ARE LENGTHY, COSTLY, AND UNCERTAIN IN THEIR OUTCOME.
  - ❑ FOR THESE REASONS, LEGALLY SANCTIONED DECISION-MAKING PROCESSES CONSTITUTE A "BOTTLENECK" BETWEEN WHAT PEOPLE WANT AND WHAT THEY GET.
  - ❑ THE TEMPTATION TO GET AROUND THE BOTTLENECK—TO SPEED THINGS UP AND MAKE FAVORABLE DECISIONS MORE PROBABLE—IS BUILT INTO THIS RELATIONSHIP BETWEEN GOVERNMENT AND SOCIETY.
  - ❑ TO GET AROUND THE BOTTLENECK, ONE MUST USE POLITICAL INFLUENCE—AND CORRUPTION, WHICH BY DEFINITION CUTS ACROSS ESTABLISHED AND LEGITIMATE PROCESSES, IS A MOST EFFECTIVE FORM OF INFLUENCE.

(MICHAEL JOHNSTON, 1982)

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- ❑ CORRUPTION, IS A FORM OF PRIVELEDGE INDULGED IN BY THOSE IN POWER. IT CONCENTRATES POWER IN THE HANDS OF A FEW WHO CAN MAKE DECISIONS BASED NOT ON THE GOOD OF THE WHOLE BUT ON THE INTERESTS OF THE FEW.
  - ❑ POWER TENDS TO CORRUPT, AND ABSOLUTE POWER CORRUPTS ABSOLUTELY.

# PUBLIC ADMINISTRATION IN A DEMOCRACY

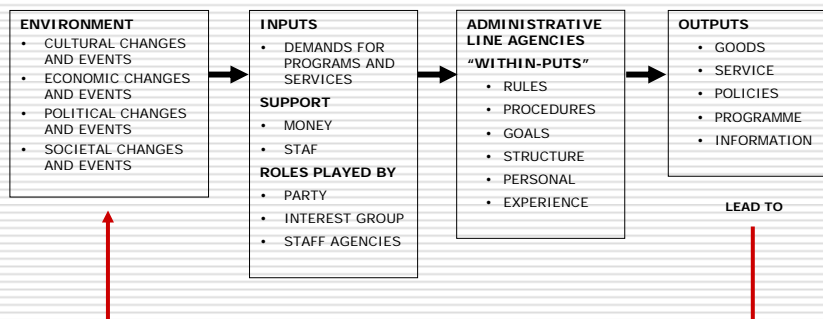


(ROSENBLOOM, KRAVCHUCK, 2005)

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# PUBLIC ADMINISTRATION IN A DEMOCRATIC POLITICAL SYSTEM: THE CONVERSION PROCESS



(ROSENBLOOM, KRAVCHUCK, 2005)

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- ABOVE FIGURE PRESENTS A CONCEPTUAL FRAMEWORK THAT SEES PUBLIC ADMINISTRATION TAKING THE CENTRAL ROLE OR STAGE IN A BROADER POLITICAL SYSTEM (THE CONVERSION PROCESS IN THE SYSTEMS MODEL).
  - THE MODEL EMPHASIZES THE INTERRELATED NATURE OF THE PARTS AND HOW CHANGE IN AN EXTERNAL ENVIRONMENT (CULTURAL, ECONOMIC, POLITICAL, SOCIAL) CAUSES CHANGE IN THE STRUCTURES AND INTERNAL PROCESSES OF PUBLIC ADMINISTRATION.
  - THESE CHANGES, IN TURN, INFLUENCE THE OUTPUTS OF THE BUREAUCRACY: THAT IS, WHAT GOODS, SERVICES, POLICY PROGRAMS, RULES, AND REGULATIONS ARE IMPLEMENTED BY BUREAUCRACY.

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- AS IN ANY SYSTEM, A FEEDBACK LOOP DEVELOPS IN WHICH THE OUTPUTS AFFECT THE ENVIRONMENT, WHICH CAUSES FURTHER CHANGE AND OFTEN NEW DEMANDS FROM THE ENVIRONMENT TO CONTINUE, INCREASE OR DECREASE, MODIFY, OR OCCASIONALLY EVEN CEASE A PUBLIC POLICY OR PROGRAM.

## **THE FUTURE OF PUBLIC ADMINISTRATION: E-GOVERNMENT?**

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### ***REINVENTING GOVERNMENT IN THE INFORMATION AGE***

- ❑ INFORMATION IS A CENTRAL RESOURCE FOR ALL ACTIVITIES.
- ❑ IN PURSUING THE DEMOCRATIC/POLITICAL PROCESSES, IN MANAGING RESOURCES, EXECUTING FUNCTIONS, MEASURING PERFORMANCE AND IN SERVICE DELIVERY, INFORMATION IS THE BASIC INGREDIENT' (ISAAC-HENRY 1997).

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- ❑ INFORMATION AGE REFORM MEANS AN INCREASING ROLE FOR INFORMATION SYSTEMS IN PUBLIC SECTOR CHANGE.
  - ❑ *INFORMATION TECHNOLOGY* (IT) CAN BE DEFINED AS COMPUTING AND TELECOMIMUNICATIONS TECHNOLOGIES THAT PROVIDE AUTOMATIC MEANS OF HANDLING INFORMATION.
  - ❑ *INFORMATION SYSTEMS* (IS) CAN BE DEFINED AS SYSTEMS OF HUMAN AND TECHNICAL COMPONENTS THAT ACCEPT, STORE, PROCESS, OUTPUT AND TRANSMIT INFORMATION.

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## ***INFORMATION SYSTEM–SUPPORTED REFORM***

1. *INFORMATION TO SUPPORT INTERNAL MANAGEMENT.* THIS INCLUDES INFORMATION ABOUT STAFF FOR PERSONNEL MANAGEMENT, AND INFORMATION ABOUT BUDGETS AND ACCOUNTS FOR FINANCIAL MANAGEMENT,

2. *INFORMATION TO SUPPORT PUBLIC ADMINISTRATION AND REGULATION.* THIS INCLUDES INFORMATION THAT RECORDS THE DETAILS OF THE MAIN 'ENTITIES' IN ANY COUNTRY PEOPLE, BUSINESS ENTERPRISES, BUILDINGS, LAND, IMPORTS/EXPORTS, ETC.,
3. *INFORMATION TO SUPPORT PUBLIC SERVICES.* THIS INCLUDES EDUCATION (SCHOOL RECORDS), HEALTH (PATIENT RECORDS), TRANSPORT (PASSENGER MOVEMENT INFORMATION) AND PUBLIC UTILITIES (CUSTOMER BILLING INFORMATION),

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#### 4. INFORMATION MADE PUBLICLY AVAILABLE

- INFORMATION GOVERNMENT WISHES TO DISSEMINATE SUCH AS PRESS RELEASES, CONSULTATION PAPERS, DETAILS OF POLICIES, LAWS AND REGULATIONS, AND DETAILS OF BENEFITS AND ENTITLEMENTS;
- INFORMATION GOVERNMENT COLLECTS THAT IT MAY MAKE AVAILABLE SUCH AS DEMOGRAPHIC OR ECONOMIC STATISTICS;
- INFORMATION GOVERNMENT IS REQUIRED TO SUPPLY SUCH AS PERFORMANCE INDICATORS, AUDITED ACCOUNTS, INTERNAL POLICY DOCUMENTS AND CORRESPONDENCE, AND RESPONSES TO REQUESTS FROM CITIZENS OR JOURNALISTS OR POLITICIANS.

(SEE RICHARD HEEKS, *REINVENTING GOVERNMENT IN THE INFORMATION AGE, INTERNATIONAL PRACTISE IN IT-ENABLE PUBLIC SECTOR REFORM*, 1999).

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- THE ROLE OF INFORMATION TECHNOLOGY IS MUCH WIDER THAN JUST PUBLIC ADMINISTRATION REFORM.
  - E-GOVERNMENT REFERS TO THE DELIVERY OF INFORMATION AND SERVICES ONLINE THROUGH THE INTERNET OR OTHER DIGITAL MEANS.
  - THE E-GOVERNMENT PROMISES A NEW HORIZON IN PUBLIC ADMINISTRATION AS IT WILL CUT COSTS AND IMPROVE EFFICIENCY; MEET CITIZEN EXPECTATIONS; IMPROVE CITIZEN RELATIONSHIP; ENHANCE CITIZEN PARTICIPATION IN ADMINISTRATIVE PROCESSES; INCREASE EFFECTIVENESS OF PUBLIC CONTROL; FACILITATE ECONOMIC DEVELOPMENT.

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- ❑ INFORMATION IS NO LONGER “WALLED IN”, NO LONGER CONSTRAINED BY TIME AND SPACE. INFORMATION IS WIDELY AVAILABLE TO PEOPLE REGARDLESS OF STATUS, POSITION, WEALTH, LOCATION, RACE, ETHNIC OR CULTURE.
  - ❑ INFORMATION TECHNOLOGY GIVES A NEW IMPETUS TO DEMOCRACY AS IT OPENS UP AND WIDENS THE WAY AND MEANS FOR POPULAR PARTICIPATION IN PUBLIC DECISION MAKING PROCESSES.

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## DIGITAL DIVIDE





**THANK YOU**