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Chapter 2

Chapter Two

PARADIGMS OF PUBLIC ADMINISTRATION

CHAPTER OVERVIEW

The intellectual evolution of the field and profession of public administration is reviewed, focusing on the major developments in the twentieth century. Six paradigms of public administration are explained, concluding with a discussion of the waning of government and the development of governance in the public sector.

CHAPTER OBJECTIVES

1. Understand and explain how the discipline of public administration has developed over time.
2. Understand the relationship between how public administration is defined and how public administration is practiced.
3. Identify the perceived differences between politics and administration and discuss how those concepts have evolved and meshed over time.
4. Discuss the concept of principles of administration. Identify the principles included in the anagram POSDCORB and why they were considered important foundations of public administration.
5. Describe public administration as an autonomous field.

CHAPTER OUTLINE

THE BEGINNING (35)
- Think Tanks for Public Service (35)
- Public Administration and the Intellectuals: The Fortuitous Year of 1914 (35)
  - Public Administration – "No Career for a Gentleman" (35)
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WHAT THE PIONEERS OF PUBLIC ADMINISTRATION GOT RIGHT (38)

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The Interest, or Philosophic, Definition of "Public" (43)
The Access, or Organizational, Definition of "Public" (43)
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From Politics/Administration Dichotomy to Political-Administration Continuum (45)
The Pioneers of Public Administration Were Right
LOGIC: POLITICS AND ADMINISTRATION [case study] (46)

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"Making a Mesh of Things": The Rise of Governance (47)
Does Governance Work? (47)

PUBLIC ADMINISTRATION, HAPPY AT LAST (48)

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KEY CONCEPTS/TERMS/INDIVIDUALS

The New York Bureau of Municipal Research (35)
Tammany Hall (35)
American Political Science Association (36)
Frank J. Goodnow (36)
politics/administration dichotomy (36)
Leonard D. White (36)
W.F. Willoughby (37)
Principles of administration (37)
Luther H. Gulick and Lyndall Urwick (37)
POSDCORB (38)
Council-manager plan (38)
Herbert A. Simon (40)
span of control (40)
American Society for Public Administration (41)
administrative science (42)
generic management (42)
National Academy of Public Administration (44)
National Association of Schools of Public Affairs and Administration [NASPAA] (45)
Government (47)
Governance (47)
Government Performance and Results Act Modernization Act of 2010 (47)
Focused deterrence (48)

Instructional Guidance

1. Ask students about the principles that American government is based upon. As they discuss those values, focus their attention on both the normative and the procedural aspects. Is it possible to make administration "value-free"? Why or why not? Could we ever divorce administration from politics?

2. Place students in small groups. Ask each group to come with it's own "principles" of public administration. What is the role and purpose of administration in the public sector? What should it do – and what does it do? Again, emphasize the normative aspects of those questions.

3. Have students discuss the input that citizens can have on local policy- and decision making through their interactions with local administrators, executives, and legislators. Ask them to clearly articulate why local government is generally more responsive to citizen feedback.

BACKGROUND READING

Agranoff, Robert and Michael McGuire. "American Federalism and the Search for

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Models of Management." *Public Administration Review* 61 (November/December 2001): 671–681.

Goodnow, Frank J. *Politics and Administration*. New York: Macmillan, 1900.

Gulick, Luther and Lyndall Urwick. *Papers on the Science of Administration*. New York: Institute of Public Administration, 1937.

Simon, Herbert A. *Administrative Behavior: A Study of Decision making in Administrative Organizations*, 3rd ed. New York: Free Press, 1976.

Waldo, Dwight. "Public Administration." *Political Science: Advance of the Discipline*, Marian D. Irish, ed. Englewood Cliffs: Prentice Hall, 1968.

MULTIPLE CHOICE QUESTIONS

1. Woodrow Wilson set the tone for the early study of public administration with an essay entitled

   a. The Study of Politics
   b. The Study of Administration.
   c. The Paradigm of Progress
   d. The Development of Organizational Thought

2. The emphasis of the first paradigm of public administration was

   a. political corruption.
   b. the science of management.
   c. the existence of a dichotomy between politics and administration
   d. principles of governance.

3 In 1947, Herbert Simon published a devastating critique of public administration entitled

   a. The Function of the Executive
   b. Administrative Behavior.
   c. Public Administration Today and Tomorrow
   d. Principles of Administration

4. Founded in 1939 to separate public administration from political science, the primary association of scholars and practitioners of public administration is the

   a. American Political Science Association

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b. American Society for Public Administration
c. National Academy of Public Administration
d. Public Administration Theory Network.

5. Administrative science attempted to place public administration more clearly within the field of

a. political science
b. sociology
c. psychology.
d. business administration.

6. Schools that offer the MPA degree may apply for accreditation through _____, which brings with it higher prestige, more effective programming, and enhanced ability to recruit faculty and students.

a. American Political Science Association
b. American Society for Public Administration
c. National Association of Schools of Public Affairs and Administration
d. National Academy of Public Administration

7. Which of the following was not advocated for by early public administrators?
a. home rule
b. non-partisan elections
c. short ballots
d. citizen satisfaction surveys

8. _____ is a network-based method designed to reduce gang-related violence through collaborative governance across multiple policy sectors, including police, prosecutors, and social workers.

a. Scientific management
b. Focused deterrence
c. Critical variable analysis
d. Interdependence

9. The major difference between government and governance is that governance is

a. institutional only
b. institutional and networked

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c. institutional and global
d. networked and privatized

10. _____ refers to the degree of openness that distinguishes privateness from publicness.

a. Agency
b. Interest
c. Access
d. Locus

TRUE/FALSE QUESTIONS

11. Early in its development, public administration emerged as a building block of political science. **TRUE**

12. American public administration clearly mirrors the fundamental values and precepts of American political science. **TRUE**

13. Public administration is no different than business administration and management. **FALSE**

14. Using objective measures, career public administrators are the most effective government managers. **TRUE**

15. The council-manager form of government has brought more conflict and less collaboration to local governments. **FALSE.**

16. Politics is an inevitable element of public administration. **TRUE.**

17. The vast majority of students in M.P.A. programs nationwide are male. **FALSE**

SHORT ANSWER QUESTIONS

18. There are six paradigms of public administration. Trace the development of the discipline from the politics/administration dichotomy through the politics-administration continuum.

19. What is the politics/administration dichotomy?

20. Describe the major forces that undermined the politics/administration dichotomy and the principles of administration.

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21. In the 1920s and 1930s, the concept of principles of administration dominated the field. Discuss the development of this paradigm.

22. Public administration upholds the values of the political system, as described by political science. What are some of these values?

23. Discuss why it may be in the best interest of the public and public agencies for administrators to have public administration backgrounds rather than degrees in political science or business.

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