

Democracy and Governance in a nutshell

The big debates: Should politics/admin be separate? Is it Feasible

The first big debate pertains to the role that administrators should play in government. Are they merely facilitators of services or are they also agents of political change. **Politics-Administration dichotomy.** The dichotomy refers to whether you can or should separate from politics. With one side of the pendulum being a belief that they should be separate. Woodrow Wilson, creates the dichotomy in that he believes that all positions within government positions should be merit based rather than politically driven.

Admin Separate from Politics

Wilson created the dichotomy (**all politics should be separate from admin**). Called for a **merit-based technical career service**.

Pendleton Act: The act mandates that most positions within the federal government should be awarded on the basis of merit instead of political patronage. ... The Pendleton Civil Service Act provided for the selection of some government employees by competitive exams, rather than ties to politicians or political affiliation.

Time of the Pendleton Act, justify it, Spanish-American War, separate politics from admin (one end of pendulum)

Goodnow (Goodnow, Politics and Administration) said that administration is expressing the will of the state so **it is impossible** to separate politics from administration. Instead, Goodnow pushes for a need to strive for harmony. Called for *neutral competency* - staying politically neutral by paying attention to methods/procedures despite its intrinsic relationship with politics.

Politic Merged with Admin

Civil Rights Movement, Lyndon B. Johnson's Great Society Programs to alleviate poverty and racial inequality. Essentially, we see a shift from the separation. PA paradigm shifts to normative political function.

Frederickson (Frederickson, Toward a New Public Administration) departs from Wilson and Goodnow and argued that PAs should seek social change and public interest; use discretion and change rules/procedures to help society advance (other side of pendulum). In essence, Frederickson sees public administrators as fulfilling a role in advance society and does so by both administrative and political means.

Rosenbloom

(Rosenbloom, Public Administrative Theory and Separation of Powers)- PAs need to compromise and follow rules but use discretion to seek social change. **He sees 3 approaches to Public Administration: Legal, Managerial, and Political. The Ethical approach is an ADD from Workplace Issues With Mark.**

The Managerial approach: Values effectiveness, efficiency, and economy.

Effectiveness: What can the government properly and successfully do to realize its policy aims.

Efficiency: What can government do to maximize the efficiency of service delivery.

Economy: Highest yield at the lowest cost of money and energy.

This approach is used to manage the performance of organizations so that they will be successful. Key areas included administrative decision-making, managerial techniques, leaders, and employee contributions. By these elements working together, organizations are able to operate successfully.

Origin/tradition: The managerial approach to public administration seems to have emerged as a result of the civil service reform movement of the late nineteenth century in the USA. Civil service reforms promoted this approach as a means of organizing public service. **It was emphasized that the business part of the government should be carried out in a sound businesslike manner. Wilson himself considered public administration as 'a field of business as well as a managerial endeavor'.** This approach was further strengthened by Frederick W. Taylor (**Scientific Management**) (he focused on protecting the values of efficiency and economy), LD White, (the study of administration should be started from the base of management rather than from the foundation of law) and Luther Gulick and Lyndall Urlick (POSDCORB). This approach was very influential in the 1930s. **Value:** this approach focuses on the three core values of public administration: maximization of effectiveness, efficiency and economy. Thus, this approach is oriented to minimize the distinctions between public administration and private administration. **Organizational structure:** the managerial approach to public administration focuses on the organization based on Max Weber's ideal type bureaucracy (bureaucratic organization). It stresses the importance of functional specialization (division of work on the basis of functions), merit based and politically neutral competence of employees for promoting efficiency and effectiveness.

The political Approach: This approach discusses how the political officials oversee the different administrative decisions. Politicians have the final say on the laws that public administrators are tasked with executing. Within Rosenbloom's editorial, the idea that public administration can be separated from politics is strange. He believes that if politics and public administration were separate, this approach would not work, emphasizing their inevitable interconnection.

Origin/tradition: The political approach to public administration appeared during the 'New Deal' era (1933-1938 and the Second World War period in the USA. Paul H Appleby (Big Democracy -1945) viewed public administration as a 'political process' and public accountability and political character as the aspects of governmental functions. Similarly, Wallace Sayre (Classic of Public Administration-1978) stresses that public administration is ultimately a problem in political theory. **The fundamental problem in democracy is the responsibility and responsiveness of the administrative agencies and the bureaucracies to the elected officials. Thus, the political approach considers public administration to be an integral part of the political process, political nature of public administration and the role of bureaucracy in making public policies.** More precisely, it views public administration as a political endeavor. **Value:** the political

approach advocates a different set of values than that of managerial approach. It stresses the political values of representativeness, (political) responsiveness and (political) accountability through elected officials to the people. [I.e. public administration should be organized around these political values] Organizational structure: Instead of emphasizing functional specialization and hierarchical structure, it stresses political pluralism within public administration. The structure of public administration should be a microcosm of society (PA should have all features of society). More precisely, public administration should reflect the values, interests and competing forces/diverse groups to be found in a plural society. The basic concept/argument behind pluralism within public administration is that since public administration is a policy making center of government, it must be structured by providing political representation to a comprehensive variety of the organized political, economic and social interests that are found in the society at large. View of the individual: the political approach to public administration views individuals as part of an aggregate/organized group. It tends to identify an individual's interest which is similar and identical to those of others within the same group.

Legal approach

It views public administration as applying and enforcing law.

Origin/tradition: The legal approach to public administration has historically been eclipsed by managerial approach. However, it has its own rich tradition and has emerged as a fully fledged vehicle, a way for defining public administration. It has three interrelated sources: Administrative law, movement towards the Judicialization of public administration and constitutional law.

Administrative law: it determines/describes the position and liabilities of state officials including official procedures to be adopted; civil rights and liabilities of private individuals in dealing with public officials and official procedures. [It is the law relating to administration]

Administrative law: **Frank Goodnow** (The Principles of the Administrative Law of the United States), **Kenneth Davis** (Administrative Law and Government -1975) and **Marshall Dimock** (Law and Dynamic Administration -1980) have contributed to administrative law and **stressed legal approach to public administration.**

Judicialization of public administration: (judiciary role of public administration) If public officials/administrators engage in adjudication, they must exercise their discretions. It may become a legal matter.

Constitutional law: governs the legitimacy of government action and the action of government is the function of public administration. [It defines the role of public administration.] Its concerns are: legal authority of government, abuse of power, individuals' fundamental rights, etc. it tends to check unconstitutional practices from the part of government and public administration. Value: the legal approach to public administration embodies/represents three values: Procedural due process (can't be confined to any single set of requirements), individual substantive rights (real or fundamental rights of individuals) and equity/fairness.

Public administration/administrator should: adopt due process while discharging or performing its tasks; protect/respect the individual rights; be fair while solving conflict between government and individual.

Ethical Approach

PAs have a fiduciary duty

Carol Lewis - 3 central principles of PA ethics are that PAs should avoid conflicts of interest and crossing boundary between private interest and public duties, PAs should be impartial and unbiased and avoid letting their personal views influence their duties, and PAs should avoid any appearance of impropriety.

5 ethical perspectives: 1) Relativism (all ethical standards are good as long as they work for the individual, does not get very far in PA); 2) Teleology (**Bentham and Mill**, end justifies the means, utilitarianism); 3) Deontology (Kantian ethics, categorical imperatives, what happens when ethical goals conflict, need to break rules to achieve good); 4) Intuitionism (humans have an intrinsic moral sense); 5) Virtue theory – actions are good if it materializes a character trait or virtue)

PAs must balance internal goods (intangible e.g. public interest, accountability, justice) and external goods (tangible e.g. money, power, influence). When out of balance, reduces org's competency.

Waldo (Waldo, Public Administration and Ethics)- PAs should be the guardian class who looks over the public with more knowledge than the average citizen.

Politics/Admin RE separate (Kind of)

Starting with the Reagan Administration, we see a conservative shift in government that emphasizes small government and running it more like private, Regonomics led to taxcuts, increase in defense spending, decrease in federal regulations. This shows the PA dichotomy swinging back in favor of Politic/administration dichotomy.

Hood (New public Management) - emphasis should be on efficiency and economy of resources, run it like a business, focus on rules and procedures, full standardization will provide accountability and transparency, lower costs and cut waste, reduce government growth and shift to privatization and automation. In essence, Christopher Hood's approach to PA is very much managerial.

Frederich/Finer Debate - Discusses through what mechanism should PAs be accountable. Should PAs be accountable to the general public? To put it in context of the Politics/Administration dichotomy, should PAs be susceptible to the critiques of the public (democracy) and thereby politics. In essence:

Frederich argues the bureaucracy should be heavily professionalized and PAs should be accountable to other PAs that know best (technocrats).

Finer argues that democracy should be guiding principle and legislative should have control over PAs.

Central concept and examples to illustrate dichotomy

It's been so central because we continue to see the problems of politics and administration interacting and conflicting in study and practice.

Snowden - whistleblower who leaked classified information from the NSA when he was a subcontractor with the CIA. Instead of following rules and orders, Snowden used discretion to serve the public interest (protection from metadata mining). He stepped out of his administrative role into a political role.

Colombia case - NASA was trying to meet a strict deadline from the government to send up a shuttle in space. External pressure affected internal operations and the technocrats were ignored when they raised concerns. Agency lost its judgement.

Shows why Hood is wrong and we should not focus only on efficiency and economy and rules.

Shows why Long (Long, Power and Administration) is right - power can flow in and up an organization. **We cannot separate politics from administration because everything is about power.**