

## **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**

Think Tanks for Public Service

Public Administration and the Intellectuals: The Fortuitous Year of 1914

Public Administration – “No Career for a Gentleman”

Turning Sharply: Academia’s Reconsideration

##### **PARADIGM 1: THE POLITICS/ADMINISTRATION DICHOTOMY, 1900-1926**

The Uses of the Dichotomy

The Dilemma of the Dichotomy

##### **PARADIGM 2: PRINCIPLES OF PUBLIC ADMINISTRATION, 1927-1937**

A Reputational Zenith

Money and Power

An Academic Backtrack

The Meaning of Principles

##### **THE CHALLENGE, 1938-1950**

Deflating the Dichotomy

The Demise of the Dichotomy

A Dead Dichotomy, a Diminished Field

Puncturing the Principles  
Fearful Reactions

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

Consternation and Contempt

The Impact of Political Science: Bureaucracy in the Service of Democracy

### PARADIGM 4: PUBLIC ADMINISTRATION AS MANAGEMENT, 1950-1970

The “Groundswell” of Management

“Fundamentally Alike in All Unimportant Respects”

The Erratic Impact of the Intellectuals

What is Missing?

The Impact of Management: Understanding the “Public” in Public Administration

The Agency, or Institutional, Definition of “Public”

The Interest, or Philosophic, Definition of “Public”

The Access, or Organizational, Definition of “Public”

Three Interlocked Understandings of “Public”

### THE FORCES OF SEPARATISM, 1965-1970

### PARADIGM 5: PUBLIC ADMINISTRATION AS PUBLIC ADMINISTRATION, 1970-PRESENT

NASPAA’s Nascency

The Statistics of Secession

From Politics/Administration Dichotomy to Political-Administration Continuum

The Pioneers of Public Administration Were Right

Professional Public Administration Improves Governance

Public Administrators, Politicians, and Teamwork

Two Quiet Revolutions: The Pioneers’ Prime Proposals

### LOGICS: POLITICS AND ADMINISTRATION (case study)

### PARADIGM 6: GOVERNANCE, 1990-PRESENT

The Future of Governing

The Decline of Governments

“Making a Mesh of Things”: The Rise of Governance

Does Governance Work?

The Future of Public Administration: The Nonprofit Sector?

### PUBLIC ADMINISTRATION, HAPPY AT LAST

### KEY CONCEPTS/TERMS/INDIVIDUALS

The New York Bureau of Municipal Research

Paradigm 1

Frank J. Goodnow

politics/administration dichotomy

politics  
administration  
Leonard D. White  
Paradigm 2  
W.F. Willoughby  
Luther H. Gulick and Lyndall Urwick  
Chester I Barnard  
Herbert A. Simon  
span of control  
American Society for Public Administration  
Paradigm 3  
Paradigm 4  
administrative science  
generic management  
agency  
interest  
access  
National Academy of Public Administration  
Paradigm 5  
National Association of Schools of Public Affairs and Administration (NASPAA)  
Master of Public Administration (M.P.A.) programs  
Paradigm 6  
government  
governance  
focused deterrence

## **TEACHING IDEAS**

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

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*, 3<sup>rd</sup> 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.
  - 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
- political science.
  - sociology.
  - psychology.
  - 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.
- American Political Science Association
  - American Society for Public Administration
  - National Association of Schools of Public Affairs and Administration**
  - National Academy of Public Administration
7. Which of the following was not advocated for by early public administrationists?
- home rule
  - non-partisan elections
  - short ballots
  - 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.
- Scientific management
  - Focused deterrence**
  - Critical variable analysis
  - Interdependence
9. The major difference between government and governance is that governance is
- institutional only.
  - institutional and networked.**
  - institutional and global.
  - networked and privatized.
10. \_\_\_\_\_ refers to the degree of openness that distinguishes privateness from publicness.
- Agency
  - 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.
- 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.