

**Competing Values in Public Administration Paradigm  
(Case Study in American Context)**



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**Thesis**

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## Chapter I

### INTRODUCTION

Since the mid-1980s there has been a transformation in the management of the public sectors of advanced countries. The rigid, hierarchical and bureaucratic form of public administration, which has predominated for most of the twentieth century, is changing to a flexible, market based form of public administration. This is not simply a matter of reform or a minor change in management style, but a change in the role of government in society and the relationship between government and citizenry.

The public sectors of western countries have undergone major change as governments try to respond to the challenges of technological change, globalization and international competitiveness. In recent years there has been a wider – and ranging reforms than any other period of the twentieth century. It is argued that this represents a paradigm shift from the traditional model of public administration, dominant for most of the century, to “managerialism “ or new public management; the theory of bureaucracy in its governmental context is being replaced by economic theories and market provision.

This paper is aim to gain an understanding surrounds competing values in public administration. The values that compete in public administration were largely related to the shifting of paradigm that took place in public administration. Thus, its important for assessing the competition of public administration paradigm by employing four cases of public administration in American context.

Several cases of American bureaucracy that I represent here will depicted us with the conflict and the strings attached surrounds contemporary paradigm in public

administration. In short, this case will provide us with general prepositions on the main paradigm that embed in public administration.

On this chapter I will provide the four cases in bureaucracy in American context. The Cases that I provided here comprised of : Who Speaks for Library, Professionalism and Organizational Values, The Lynx Study, and Authoritarian Approach to Management. In order to assessing these cases, I will systematically provide each case by separate section in this chapter. The cases are the following:

### **1.1 Case I Who Speaks for the Library?**

The crisis began on a Thursday morning. Lloyd Milsom, one of two assistant directors of the Kinland Public Library, was sitting at his desk when the director, Mary Clare Roizmann, tapped on the door and walked in. "I just had the most ridiculous telephone call," Roizmann said, taking a chair. "A request from a local group of atheists to use the meeting room on a monthly basis. It seems their membership has been growing to the point where none of their houses is large enough to accommodate the crowd that shows up for their meetings. So they asked if they could meet here." "Yeah, so what did you tell the person?" "Why, no of course. What else?" Roizmann paused and looked at him quizzically. "You don't think we should, do you? You have to be kidding. In this town? The locals would burn the place down, with us in it." The assistant director did not appear to hear this. He was staring straight in front of him, drumming his fingers on the desk. "You told the person 'no' without consulting me?" he said. "Scheduling the meeting room is my responsibility. You assigned it to me ages ago. You should have referred the question to me." Roizmann leaned forward and jabbed her forefinger at him. "Don't get on your high horse. I'm in charge of the entire library. I can make any decision I feel is appropriate. I don't have to ask your permission. You're getting things a little mixed

up here, aren't you?" There was a strained silence. One could almost hear the gauntlets being thrown down; the battle was joined. An expression of sheer incredulity appeared on Milsom's face. This was emphasized by the words that followed: "You don't give a subordinate authority for something and then usurp it. The least you could have done was to say you'd get back to the person and then consulted me." And almost without intending it he added, "Are you the only one who speaks for the library? What about the rest of us?" Edging her chair closer to the desk, Roizmann leaned forward and scrutinized her challenger's face with intense curiosity, before saying very deliberately, as if explaining something to a willful child, "Yes, I speak for the library. I am ultimately responsible for everything that goes on here. I have to answer to the trustees and outsiders. I bear that responsibility. And since I do, I have to be comfortable with what we do. I am most emphatically not comfortable having atheists meeting in the library." With that she sat back. It was clear she expected a response. In his first revulsion of anger, Milsom was all for having it out with her. If this meant his resignation, then so be it. He was ready to look his job in the eye and tell it to go to hell. Turning the matter over in his mind, however, he decided upon another course. He was well aware that although a soft answer may turn away wrath, no answer at all is sometimes even more effective. Hence he made no reply. Finally Roizmann broke the silence. "Well?" she demanded. "Well, what?" "Well, don't just sit there stewing, what do you think?" "About what you did, or about the atheist group meeting here?" The assistant director gave her a searching look. After a moment he reached into a desk drawer and brought out a manila folder. He opened it and took out two photocopied pages. He pushed them across the desk. "What's all this?" she asked. "One's a copy of the Library Bill of Rights, and the other's and interpretation adopted by the American Library

Association Council on the 'Exhibit Spaces and Meeting Rooms' statement from the Intellectual Freedom Manual. I got them at that intellectual freedom workshop you sent me to last month. I assume we had a representative there from our library because we intend to try to honor our commitment to the Library Bill of Rights, aren't we committed to honoring the atheists' request? It says that the facilities should be available to the public served regardless of their beliefs or affiliations... Tell me what you think, not as a Baptist but as a librarian." Roizmann did not appreciate this one bit, as evidenced by her response. "This is getting ridiculous, absolutely ridiculous. I don't know why I'm even talking to you about this. I made the decision, and that's all there is to it." "And the person accepted your 'no'?" "Not entirely. She said something about possibly approaching the trustees." She paused. "I've had enough of this." And with that she rose and left Milsom went to the window and looked out, trying to decide what he should do about what he saw to be the usurpation of his authority and his conviction that atheists had the right to meet at the library. Five minutes later, the director returned. "I read the statements you gave me," she announced. "It says in this interpretation that libraries can decide whether to permit religious groups to use their meetings room facilities. Some libraries do, and some don't. Both stands are valid as long as they are consistent." Milsom could not resist his next remark. "I hardly consider atheists a religious group." The sarcasm of his tone was diabolic. It was then that the explosion came. He was answered by a torrent of words. "Look, Lloyd, I thought being a good Catholic that you would approve of my decision not to permit them to use the facilities. There are times when common sense must prevail, all the intellectual freedom statements in the world notwithstanding." "Well, I don't see how we can avoid letting them use the room," Milsom said. "We could easily wind up with the ACLU taking up their cause. I don't approve of the group any more

than you do. But I take my championing the right of unpopular, even loathsome groups to use the facilities...” Roizmann interrupted. “At the cost of your job, or possible ostracism, or threats to yourself and your family?” She paused. “Anyway, the trustees make the final decision...” “I thought you said that you spoke for the library.” The dig was not lost on Roizmann, and it silenced her for a moment. When she next spoke, her face still betrayed the anger she had shown before, but all she said was, “You’re on thin ice, my friend.” “I’m sorry, but I can’t accept what you’ve done,” he said. “I don’t know right now what I’m going to do. But in making your decision not to let the group in you’re not speaking for me as a member of the staff of the library. When you mention the matter to the trustees – as I assume you will – I’d like you to tell them that I think the group is entitled to meet here.” “Noted,” said Roizmann. She turned and walked from the room, leaving the papers on the desk.

#### LIBRARY BILL OF RIGHTS

The American Library Association affirms that all libraries are forums for information and ideas and that the following basic policies should guide their services.

1. Books and other library resources should be provided for the interest, information, and enlightenment of all people of the community the library serves. Materials should not be excluded because of the origin, background, or views of those contributing to their creation.
2. Libraries should provide materials and information presenting all points of view on current and historical issues. Materials should not be proscribed or removed because of partisan or doctrinal disapproval
3. Libraries should challenge censorship in the fulfillment of their responsibility to provide information and enlightenment.

4. Libraries should cooperate with all persons and groups concerned with resisting abridgement of free expression and free access to ideas.
5. A person's right to use a library should not be denied or abridged because of origin, age, background, or views.
6. Libraries will make exhibit spaces and meeting rooms available on an equitable basis, regardless of the beliefs or affiliations of individuals or groups requesting their use.

## 1.2 Case 2 Professionalism and Organizational Values

This is the story of a well-trained and committed public administrator who earned a promotion that brought out a conflict of values between him and key persons in his environment. The result was his resignation, a situation initially not desired by any of the parties. The general issue for analysis is to determine what (if anything) went wrong in this situation, and to determine what might have been done at some point to avoid the initially unsought result. At the conclusion of this scenario, these questions are phrased more specifically, in terms of the following narrative.

Don Kelly had great expectations upon being promoted to director of libraries for the Village of Chestnut Grove, a large (population 100,000) suburb of Chicago. This was a socioeconomically diverse, politically progressive, on the whole rather affluent community, in easy commuting distance from downtown Chicago, where most of its people work.

Don had moved into the directorship almost a year earlier. It was a step up from his assistant director job. His new position opened up when his boss left for a librarianship in Washington – something of a policy position with an educational association. That kind of job seems to go to people who are extremely active in the national professional association, and who have a proven track record in dealing with legislative committees and related species of state capitol activists. While he respected that sort of thing, Don hadn't thought of himself in those terms – that is, as kind of a "professional" professional librarian. He *did*, however, think of himself as professionally oriented to his work. He held a master of library science (MLS) from one of the top four programs in the country. The field interested him, and it always seemed an excellent vocation for someone with a history BA who loved hanging out in libraries and keeping "the best of the word and memory of society, for future generations" as his old adviser in the university's librarianship program used to say.

But Don wasn't a joiner/meeter/organizer/interfacier/activist as he thought some others, like his predecessor now in Washington, were. Not that there was anything wrong with that, but it just wasn't his kind of thing, and not the core of the field, as Don saw it. After all, from his point of view, if he had wanted to open ventures and close deals, he'd have gotten an MBA.

Actually, he'd gotten an MPA (master in public administration) instead – in addition to his librarianship master's degree. This was the "fault" of Professor Johnson, his undergraduate adviser, who had supervised his history honors thesis, entitled "Rural American Government in the 1930s: Politics, Administration, and Community in the Development of the Tennessee Valley."

Don wasn't interested in becoming a history professor. The idea of getting a PhD and teaching was nice-but the constant writing and research weren't his cup of tea. He could see that the idea of history – Johnson called it "the historical enterprise" – had several parts to it, and for Don, the attractive ones were reading it, learning it, preserving it, and sharing it; creating it, he had to admit, left him a little less invigorated. To be precise, it left him vicariously exhausted, as he imagined a life of writing one long honors thesis after another. It was kind of like preferring to eat out regularly and discuss restaurants over wanting to be a chef.

Professor Johnson was very good about respecting Don's feelings and not pooh-poohing everything but research when it came to "the historical enterprise." So, could the "the enterprise" use a few good men with Don's outlook?

There were indeed places for a few good men in library science – and a lot more places, it seemed, for many good women. There was a conspicuous lack of urinals in the older buildings used by the library sciences school at the university, and there were always those see-'em-once-in-five-years relatives who thought he should have "a man's job." But on the whole, Don had never regretted his choice of field. When he first started

his career, people would come to the desk, see him behind it, hear him ask if he could help them, and he could still hear them respond, "Do you work here?" At such times, he would calm himself by trying to imagine what it would have been like if he had become a nurse. This usually worked.

Chestnut Grove was the only place Don had ever worked as a librarian. He got the placement right out of the library science masters program and took several promotions in the system, from assistant librarian for circulation, to associate librarian, to librarian and assistant director of libraries. It was really just a question of doing his job well, or as his boss, Dr. Fazio, put it, "demonstrating professionalism, commitment to the public, superb librarianship, and definite leadership capabilities; Mr. Kelly may wish to consider further masters training in administrative sciences to further extend [*sic*] his obvious leadership potential in his chosen profession. Overall, his work is rated *superior*."

This performance review, a year after taking the job, got him thinking about taking another masters, in public administration as it turned out. He had worked on a staff reorganization with Dr. Fazio, who had just come on herself as director. Fazio and he had different career orientations, as her move to Washington bore out, but she really understood the professional landscape, and moreover, the special issues of working in a local government, suburban situation.

After a year in librarianship, and with a professional superior who fortunately liked the mentor role, Don came to see that while he wasn't grasping, he was ambitious. He enjoyed his profession, but after just a year of learning how everything the library required depended on budgets, village politics, state programs, contract negotiations, competing priorities, and a strategic planning sense, he came to feel that first-rate public library management also meant first-rate public management, especially as one moved up the career ladder.

So, with Dr. Fazio's encouragement and promotions, Don soon found himself associate librarian by day and MPA student in the evening. He took his degree in three years part-time, evening coursework at the state university MPA program downtown.

Don's feelings about the value of public administrative training were more than borne out almost as soon as he began his course work. The courses on local government politics and administration, especially the comparative dimension, gave him a better understanding of the governance context of Chestnut Grove, and particularly the dynamics of the relationship between the village manager, village board, the employee unions, the real estate developers, and other interest groups. His courses on inter-governmental relations sharpened his understanding of how the state's and federal government's regulations and procedures influenced library funding. Moreover, his personnel courses helped him think more clearly about his preferences and concerns in utilizing staff and in staff development and compensation. His computer coursework – particularly on micros – proved invaluable in extending library computerization beyond the organization of holdings, acquisition, and cataloging, and into management and planning of library operations and the development of management information systems that coupled librarianship concerns with administrative concerns.

Dr. Fazio liked to say that Don had learned the secret of the future in public librarianship: "We're managing public institutions that happen to be libraries. Your MPA puts real bullets in your MLS, Don. If I were at your stage nowadays, I'd have gotten one myself. As it is, I think I have a good intuitive interface with the relevant mindset." (He knew she'd be great in Washington.)

However, for all his pleasure with his MPA training, and for all Dr. Fazio's praise of the "mindset" she associated with it and her predictions that the librarian of the future would be the entrepreneurially adept manager, the truth was that Don and Dr. Fazio really had a significant difference in outlook. Don knew that an MLS was a master of

library science. Dr. Fazio (doctor of library science, 1982; master of library science, 1973) also liked to say that the MLS of the future had better stand for “Manager, Leader, Salesman! Let’s face it, old folks watch TV, kids play video games, and intellectuals listen to books on tape! Have you any idea of the money the town could make by turning this building into an ethnic restaurants mall?”

Fazio-isms notwithstanding, Don preferred to think of the library as the essential ingredient of a civilized community. While he was dedicated to managing it as effectively as possible, he wasn’t willing to change its nature on the assumption that public relations could be a foundation for a public institution. Either public libraries were valued or they weren’t, for reasons humankind had already understood or hadn’t.

The heart of Don's differences with the Fazio philosophy never really came out in so many words, because it was in the nature of his assignments over the years to be left in charge of the managerial issues internal to the library – “to make policy happen,” as she would say. It was her role "to make policy" as she would also say. Of course he was also properly loyal, “ambitious and not grasping,” and respectful of the fact that nobody could build a library budget in all of the state the way Dr. Fazio and the Fabulous Fazio Method could.

With their good working relationship, a village manager and board that liked what was familiar, and a staff appreciation of his professionalism and easy manner, it was not surprising that Don got Dr. Fazio's job when she went off to D.C. In his acceptance speech before the staff, which he shortened slightly for the village board (and lengthened somewhat for the town paper, *Chestnuts*), Don mumbled something to the effect that of course each new era in the library's life would mean subtle evolutions in style, amidst a sea of intergenerational values, so to speak, and that

things would, in other words, stay the same but be different. However, this struck him as an inherent contradiction, even as he said it.

Don's concerns were soon put to the test. His first month as director of libraries was exhilarating. He held senior staff meetings at each of the four branches, including the main branch, which was the largest, just off the main business street (and now central mall path). He was already digesting some of the feedback, coming to see both the value of the resources Fazio had generated for the system, and also some concerns about professionalism in daily operations – issues to which the librarian staff seemed to have alluded.

Studying some of the comments from the meetings and trying to link them to faces, he was interrupted by a call. It was from the village manager, Bill Snooks, a strange middle-aged cross between Ed McMahon and an Oklahoma bank teller in the 1920s. After the usual small talk about Don's being thrust into the thick of it this month, even though he's been privileged with a bird's-eye view and blah-blah-blah, Snooks invited Don to lunch with some of the officers of the Chamber of Commerce and the head of the Mall Association. (Months later, when he quit, Don marked this luncheon in retrospect as the clarion call – albeit with a mute in the horn – to find another line of work. Not that the local power lunchers wanted that; they just wanted "an imaginative cooperative effort.")

"Mr. Kelly – may I call you Don? – Don," Arnie, the movieplex guy with the power suspenders began, "I'll be frank," he seemed to warn, as if more name confusions were to follow.

"We've got a golden opportunity over the next few years," the movie magnate and popcorn king went on, "to turn our downtown business complex into a thriving situation for the good of the business community and this town – but if we don't think on our feet, or if we get lazy, the Chestnut Grove area could become another depressed extension of

the city. We've got to grow or die, and we around this table, and the people we represent, Don, well, we say grow."

"Great," Don agreed cautiously. "I read you loud and clear. Grow. Fine. Sounds good." "Knew you'd feel that way," Arnie continued. "The kind of thing we want to discuss with you involves a major role for the library in our concerns to change the way people in Chestnut Grove think about the downtown area, and the mall in particular, including, we might add, the architecturally significant buildings in the immediate mall vicinity, and *certainly* our major public facilities, with our central library being the anchor in what I like to call 'expanded mall consciousness.' See what I mean, Don?" the mall magnate concluded, nodding around the table as he spoke, rather than keeping his thirtysomething intensity focused on Don.

"Not exactly," Don responded, in an un-Faziolike confession. "Perhaps I can elaborate," Snooks broke in. "You see, Don," he continued, "We're out to kill two birds with one stone, if we can. Every consultant we've brought in to develop a plan to stimulate downtown usage has stressed that the mall has to be a place where shoppers think of coming – even before they know exactly what they want, if you know what I mean. We have to be thought of as a place to 'go shopping,' not just a place to buy a particular thing – y'know, the social theme mixed in with actual intended purchases. We have to get the browsers, the recreational shopper, the stroller; we have to 'socialize' the mall in people's thinking. Catch my drift so far?"

"Kind of," Don replied. "It sounds as if you want to legalize loitering."

"Heh-heh, that's very good – 'loitering1 – heh-heh," Snooks cooperatively chuckled. "Don't repeat that," he followed, in a lowered monotone.

"But really, Don," as Snooks picked up the marketing lecture again, "that's only part of the problem – the 'retail issue,' if you will. There's also the ambience issue."

"The what?"

"The *ambience* issue, they call it," Snooks repeated more slowly. "You see," he went on, "Every central shopping and recreational location has an ambience – an overall feel – at least that's what we spent almost \$200,000 to find out, if you add up the cost of the two consultant studies we've done. Anyway, every location has an ambience, but the key to retailing and usage volume is that the ambience has to be distinctive; it has to be what they call 'focused.' Get it?"

The movie mogul broke in before Don could decide if Snooks really was waiting for an answer. "Don, the Chestnut Grove downtown Mall lacks a *focused ambience*," Arnie announced. Don thought that "focus" was an odd choice of word here; he had actually gotten a headache between the loudness and the blur the last time he forked over six bucks to this guy for a feature film.

"And what we all feel around this table – as the consultants have also concluded, I might add – is that this is very ironic" (he leaned forward) "*very ironic*, Don."

"After all," Arnie continued, "Chestnut Grove is actually a very distinctive community. Delmore, you fellas on the mall commission did some research, didn't you? How many was it? Three? Wasn't it three? Didn't we have three big authors or something growing up here – that poetry guy, and the one with the book that Tyrone Power was in when they made it into a movie – an MGM thing. Oh, you know, they did a wide-screen thing which was pretty risky for the '50s, and he gets involved with the girl, only he can't exactly, if you know what I mean – c'mon Del, what was that writer's name...Oh, hell, anyway Don, we have three world-class authors with their boyhood homes in walking distance of the center of the mall; we have a post office with one of the finest examples of WPA Depression mural painting in the Midwest – I got a professor from the university who wrote an article on it – and get this, even he lives here; we got two state-certified historical markers in 10 blocks of the mall center; we've got the three finest examples of neo-something church architecture in the Midwest; and more façade-protected, state-

certified, historically significant buildings in our town, per capita, than any mid-sized suburban, incorporated community within a thousand miles of either coast – I checked," he finished proudly.

"Really," Don remarked. "Yep, and here's the big thing Don," Arnie went on. "It may interest you to know that in a recent doctoral dissertation that happened to come to my attention, your library – er, *our* library, I should say, – may have been the place where all three historically prominent authors, *and* the mural guy, where all four of them came at one time, to sit and figure out what they were working on. It appears to be mathematically possible because they were all here working at one time. *And the library is perfectly situated to help us anchor this important image that will strengthen our ambience and give it focus: 'Chestnut Grove, Contemporary, Creative, Convenient.'*"

"What are you talking about?" Don asked. "Well," Snooks tag-teamed back in, "Our goal in clarifying our downtown area's image involves stressing four themes the consultants recommended we work at getting potential users to associate with us. It's really very simple, and involves clarifying in people's minds why they should want to come to the area. See?" "What does all this have to do with the library?" Don was still bewildered by all the talk.

"We're coming to that," Snooks said. "We have a few ideas about how the library could be *very* important in our promotional program for focusing our ambience – actually, we have a three-year plan. And, we want to have your cooperation in getting the library fully behind the program.

"You see," he went on, "the latest consultants pointed out that the library is a central node in the shopper traffic pattern; it's visually central from three angles of mall entrance, and that's one of the first emotional pluses – in the top three actually – mentioned by current mall users, on the list of things they think of favorably when they think of the mall – or something like that wording, I forget exactly.

“Anyway, the library is also, it turns out, a perfect example of ‘post-Prairie School’ Midwestern architecture; it’s also on the ‘browsing’ pattern from the theater complex,” nod here from the mogul, "and it becomes what they call a natural 'reorienting point' for strollers who kinda touch base with it and then go down toward the frozen yogurt place and the pizza shop, or up towards the clothes, the new record shop, and the interior mini-mall – you know, where Sally's Books is located on the ground level."

"So anyway," Snooks continued, "we want to bring the library actively into our plan to focus the ambience of the mall. We want to use the library in a few tied-in kinds of promotions to sell the town, draw people to the mall, and boost some of the retailers on the strolling paths radiating out from the mall. What say, Don, can we count on your cooperation?" "What, specifically, are you talking about?" Don asked. Snooks took the question as simply a neutral inquiry, declining to hear the slight edge in Don's voice.

"Look, it's simple," Delmore from the Mall Association chimed in. "For example, the library has two big plate-glass sections at street level. One points toward the food path on the mall – the frozen yogurt and pizza, like Bill said – and the other points toward the movie theater and the interior mini mall with the bookstore display at street level. So, let's say, on the side anchoring the path toward the movies – let's say there's a movie playing, a wild-west thing, a cowboy flick, if there still are any. So what we're asking is, you have say Zane Grey on the shelf, or Louis L'Amour. So let's say while the movie's running in the theater, you feature them in the window, with a blurb like, oh, 'See the great film and read the great stories – Chestnut Grove western week' or something like that. And if it's a romance, or a spy thing – you put the right books in. Maybe one for each of the three screens at the movieplex, or maybe a whole window for whatever looks like it needs the box office boost, y'know. And Sally's does something similar in an interior section, and who knows, Gert's Yogurt does Red Dawn Cinnamon instead of Cinnamon one month, y'know? You people and Arnie can work that out, but you get the idea."

"You bet I do," Don said, which Snooks again took more positively than it was intended. "Sure, Don," Snooks said, "and say, on the other side, you do food, nutrition, cookbooks, or you have a display and you call it 'Munch & Browse Corner' or something – maybe you even try a 'yes, food allowed' area at ground level so people take the cone or the pizza slice and walk around and come in for a few minutes, so they can turn the cone and the stroll into a little mini-date with the kids, say after the movie or something. Get my drift? Or if the Contemporary Clothiers has a nautical window display, you do a few softly suggestive things in the window to boost a little softly suggestive theme excitement.

"After all," Snooks continued, taking Don's silence as assent, "you're a merchant too, like Dr. Fazio used to say. You're selling a service that happens to be prepaid with general revenues. But let's face it, you can't have too many readers, can you? When you want to buy equipment and books or open a video section, some documentation of weekend traffic through the turnstile counter couldn't hurt a proposal before the library committee, now could it? I mean, we all benefit, right? We bring the folks in and we all benefit – but we all have to do our part, right, Don?"

"Well," Don hedged, wanting to hold his options open, "that also depends on how we see our role in this kind of thing – on what we think we do best." "Exactly," Delmore affirmed. "Sure, exactly," Snooks echoed, permitting himself reentrance to Don's opinion formation center. "Taking it a little further, Don, we see a strong potential tie-in to the mini-mall coming from the library again. I mean, Sally's Books took a big risk to be first into the interior mini-mall. Frankly, Don, her store traffic isn't what she was expecting. We want to help her to help the mini-mall, which helps all of us. And, well, there too, the library has a tie-in that seems like it would be good for your customer traffic, too."

Don let the bait go untaken. Snooks went ahead, unflappably. "We were thinking, just as another kind of illustration to lay out for you, that there might be some mutual

advantage to you and Sally's basically referring customers to one another. Sally's wants browser traffic. They're confident they'll get their sales share if they can up the floor flow to the levels they expected, based on their downtown projections adjusted on the move here. But what they don't sell, they're happy to pass on to a library. They say that 'buyers buy' and 'borrowers borrow,' so they don't see you two as competing. (Frankly, you could have fooled me, Don, but then again, I'm no market researcher.)

"So anyway," Snooks continued, "they approached me and Delmore about talking to you about some tie-in promotions for the library and the bookstore – you boost the themes around their bestsellers, displaying a mini-collection of what you have for readers on themes and authors in the window-display books they're showing. See? Then, they do the same for you, y'know? Like a sign, 'Stop by the library after your purchase, get to know more about your favorite subject and your favorite author. We can order whatever interests you.' Stuff like that, [Don. Get it?](#)"

By now even Arnie the mogul seemed confused, so Snooks paused to clarify, one eye still on Don.

"Well," he said, "we're looking at tie-in relations between the library, the food strollers, Sally's, the video rental place – y'know, rent the video; get the book too – the software computers people who may be coming in on top of Sally's – and, well, depending on what the planning committee recommends, we may also want to talk to you about a little construction modification, where people visiting the tourist and information center can exit through an enclosed walkway out the south wall that will take them through the library directly into the mall plaza. That way they have to walk down one of the longer mall strips to get to the houses of those writers – I keep forgetting their names. But you get the idea.

"Don, details can be worked out. We don't pretend to be geniuses at this. But we have to take the bull by the horns in this town. We see our public facilities as assets, not

liabilities. So, we're willing to work with you for the library's benefit, but that means you have to help us develop you folks as the asset you are. Will you cooperate?"

Don played with the straw in his iced tea, executed a five-second look-down at the little whirlpool, and responded with deliberateness: "Bill, Arnie, Del – all of you – look, I respect your motivation and your concern for the future of the downtown, and the town itself. I know you mean well. But, I have to be perfectly honest. All this glitz and, well, all this hype – I'm just worried that it begins to make a mockery of the whole idea of the library and the whole idea of what a local community is supposed to be about. There are natural processes at work, and the town is what the town is....And, well, maybe I'm no expert on village management, but I do know a little about library science and public administration, and it just seems to me that a library as an institution has to have certain priorities and a certain dignity. Now, those priorities are professional library science kinds of priorities that represent long-range community interests. We provide a traditionally established and defined public service. That's what we do. We don't do mall development. That's not what justifies our funds.

"And administratively," Don went on, "well, administratively we plan library operations, we organize the staff and resources as efficiently as possible and we coordinate our various programs within our mission, we report to the town administrative bodies on those activities – we conduct and respond to evaluations of our efficiency according to particular measures accepted as meaningful – I mean, the point is, we're designed and funded to do certain things. We're not here as a blank slate to draw on when it fits somebody's plan, even a well-intended plan. So, I guess I have to say that I have some real problems looking down the road, about what it's healthy for the library to get into if it is still going to be thought of – and if it's still going to think of itself – as a professionally run public institution accountable for its personnel's time and activities and for the use of its funds. I just don't see these schemes – I mean, *plans* – of yours as fitting

in that framework. Anyway, I'm not sure I'd personally be comfortable with – or even good at doing – the kind of thing you're talking about. Not that you've actually gotten down to what you really want me to do, but it doesn't sound like the kind of thing you'd want is the stuff I've gone to school to learn or like anything I or even Dr. Fazio ever actually did," Don wound up, a little flustered.

Don could see, even as he spoke, that this was not what the group wanted to hear. Their expressions were dour; the mogul's looked angry, and the other Mall Association members looked fidgety. Snooks seemed more disappointed than confrontational, although Don sensed that all this seemed to mean the most to him.

"Don," Snooks finally broke the silence, "look, I want to say first, that we all respect your professionalism and your concern for the library and for responsible administration. The particulars of the ideas we raised are all just brainstorming kinds of illustrations. I think some of them are good myself – I feel I have to tell you that – and I think the general point we're trying to make, regardless of specifics, is an important one. None of this is set in concrete, so to speak, and we're open to better ideas about how to get things going in the downtown over the next few years. But you have to realize, Don, at the same time, we are facing a potential problem in that regard, and it isn't going to go away. We are going to have to think and act creatively to ensure the continued prosperity and attractiveness of this town; no one, public or private, can be exempt from his or her share in that responsibility, Don. I really believe that, from the bottom of my heart.

"Don, let me just ask you to do this," Snooks continued. "Meet with a few of the concerned merchants; take a look at our consultant reports; think about the whole issue before you decide on your role – or lack of it – in this matter. Frankly, Don, I'd *dearly* love to have a person with your abilities and your background and position solidly behind this new approach we're trying to develop. It just makes it that much harder when people in key positions in town opt themselves out of new programs like this. We need to earn

your support and involvement, Don. I urge you to think about this. And if something specific we've mentioned is a non-starter from your point of view, fine – come back with your own idea. There's more than one way to promote a project – or a project leader, I always say!"

Don promised the usual open-mindedness, accompanied with the required affirmation of respect for everyone around the table, and the typical platitudes about "us all wanting the same thing, but perhaps just differing about how best to accomplish it."

The next several months brought several meetings with merchants, citizens' committees, branch library personnel, and a call or two to Fazio that had a faraway feel – as if they hadn't spoken for years instead of months. All in all, when the details of this or that conversation were averaged out and put aside, nothing had really changed: Don had misgivings about the appropriateness, workability, and implicit values underlying the involvement of public institutions and public administrators in essentially marketing and promotional strategies for their own institutional perpetuation, apart from mandated areas of institutional activity.

Snooks and his associates tried to be accommodating – they really did – but they also stuck to the philosophy and general game plan they communicated at their first meeting. Don tried to be accommodating – he really did – but he also continued to make clear that he saw a real role conflict between what they were asking him to get involved with and what he saw as the functions of a librarian, a public administrator, and a public institution.

Within six months, Don handed in his resignation. Snooks and the village board accepted it, with some regret. Chestnut Grove hired a replacement two months after Don moved on. They declined to appoint his assistant, who held Don's position on an acting basis, during the search for a new director. The successful candidate was a medical librarian from one of the for-profit hospitals further west of the city. The hospital took a

highly competitive, entrepreneurial approach to the competition it faced from other hospitals in the area: offering a health club, including a swimming pool, attached to the professional building; radio advertising; counseling programs for every type of contemporary problem; aggressive HMO marketing – the whole entrepreneurial works. Don wasn't surprised.

The entire episode, besides being a great disappointment, was a deep puzzle to Don. He understood *how* things went wrong, but not *why*. Why wasn't traditional librarianship and public management appreciated? Why were institutions like hospitals and public libraries turning to marketing, advertising, and competitive perspectives on providing vital public services? Why was he instinctively suspicious of these pressures – was it an objectively justified position on his part? Or was it a power thing – did he just dislike those jerks trying to sell some drivel to a professional based on a bought analysis that those local twits didn't really understand and were too impressed with?

Don's new position was a step down in salary, but a step up in security and benefits. He used his credentials and experience to secure a position with one of the veteran's hospitals in the area – as assistant director of library services. It was traditional medical librarianship in practice, with some assistance to allied health professionals, and a small aspect of the work involved liaison with a volunteer-operated patient library program. His new position was far from the pressures of entrepreneurship. The direction of professional activity was also far from the domain Don expected to be in – public librarianship and involvement with content of general historical and social interest and variety. Still, he was happier here than he had been in his previous position. Don's new job was within commuting distance of Chestnut Grove, so he kept his condo. A year after he relocated, the downtown area still seemed to be in decline, and the promotional programs, physical construction and renovation, entrance and exit of merchants, and general state of confusion and flux also continued at a feverish pace.

### **1.3 Case 3 The Lynx Study**

Elaine Fox had served as director of the state Game and Wildlife Service (GWS) for five years. Trained in wildlife biology, Elaine spent the first years of her career doing field research and then moved into administration. Although she really enjoyed her job and seemed to have an aptitude for management, there were days when she longed to be back in the field where she didn't have to deal with people. Today was one of those days.

Three years ago, the U.S. Fish and Wildlife Service (USFWS) contacted Elaine about conducting a study to estimate the size of the Canada lynx\* population in the state. The lynx is an elusive species and the USFWS was attempting to determine whether or not it should be put on the endangered species list. While Elaine thought the study was both important and needed, she also knew that it would create two problems. On the one hand, her agency lacked the resources to handle the additional work created by the study. On the other hand, the GWS had been the target of criticism from several sources, including three prominent members of the appropriations committee in the state legislature, for putting too much emphasis on wildlife preservation. Participating in the study could add fuel to these criticisms since commercial activity and outdoor recreation on large areas of the state, affecting both public and private property, would be severely restricted if the lynx were designated as an endangered species.

The first problem was resolved when the USFWS agreed to provide funding to hire a private laboratory for the data analysis part of the project. Dealing with the second problem required a bit of public relations work. Elaine held several public meetings around the state, and met with the leaders of various groups. At all these meetings she emphasized the point that it was in the best interests of everyone if the

state was an active participant in the study. Though she met resistance at first, eventually she gained support for the study.

With these problems under control, Elaine called a staff meeting with her field biologists. After considering various options, she decided to assign two staff members to the lynx study and reassign their normal workload to the rest of the staff. Her decision caused some resentment among the staff who had to take on the extra work, but she assured them that the study was important and that the reassignments were temporary. As she had suspected, her staff quickly adjusted to their new duties and the lynx study seemed to go smoothly.

As the study neared its completion, the data seemed to indicate a relatively large lynx population in the area. Though surprised, Elaine was also a bit relieved because she wasn't looking forward to the controversy that would have erupted with a decision to list the lynx as an endangered species. However, a state environmental group was not pleased with the study results. After releasing several public statements criticizing the study, the group announced plans to sue the GWS. Hoping to avoid the cost and publicity of a court case, Elaine agreed to do an in-house review of the results. Trusting her staff, Elaine assumed that the review would verify the reliability of the results. Unfortunately, the review uncovered evidence of serious mistakes by the private laboratory that not only cast doubts on the results but also suggested that the collected data had been contaminated.

Believing that the mistakes made by the lab would insure a legal victory for the environmental group, Elaine agreed to redo the study using a different laboratory. Her decision brought praise from the environmental group. However, it also led to renewed criticism from commercial development and recreational groups. And though no one said anything to her, Elaine sensed growing resentment among her field staff.

Nevertheless, Elaine resolved to put the unfortunate situation behind her and get on with the work of the agency.

Things seemed to settle down after the new study got underway. But today Elaine was thinking that the lynx study had to be some kind of punishment for sins in one of her past lives. When she got to the office, she found an anonymous memo from one of the agency's field biologists on her desk. The memo explained that the staff assigned to the lynx project had become suspicious of the new lab's work. To test the lab's reliability, they had mixed some lynx fur collected from an animal at the local zoo with samples collected from the study without notifying the lab that they had done so. Elaine knew the field biologists were conducting a "blind test" which is a standard scientific procedure in such a situation. However, Elaine also knew that the field staff had violated standard bureaucratic procedures by not notifying her of their suspicions and plans to run a blind test. As Elaine stared out her office window, she imagined the headlines on the front page of tomorrow's newspaper: "State GWS Falsifies Lynx Study Data."

Assume that you are Elaine Fox. How would you handle the situation presented by the anonymous memo?

- *The "Canada lynx" is a species. This case takes place inside a state of the USA.*

#### **1.4 Case 4 An Authoritarian Approach to Management**

Richard Patton had grown up in a small town in a largely rural Midwestern state whose economy was based on agriculture. His parents were hardworking and devout and subjected their children to severe discipline. As a boy Patton did odd jobs to pay for his own clothes and school supplies. He was a typical product of a society that valued the work ethic: disciplined, conservative, industrious, and respectful of authority.

At the university, where he studied public administration, Patton was mainly interested in those aspects of courses that he considered down-to-earth. He found theoretical and philosophical propositions boring, because he had difficulty in applying the abstract to practical matters.

Upon graduation Patton got his first job in his own state as an assistant to the director of the Social Welfare Department in Jefferson County, a rural county with about 40,000 people that was neither wealthy nor poor. Demands on social-welfare services were not great, and the problems facing the department staff of ten were readily taken care of. Patton won the respect of his director and coworkers by his conscientious work and reliability. When the director moved on after a year, Patton succeeded him in the post.

A year later Patton accepted an offer to direct a department in a large county with more industry, a more varied economy, and a more diverse population than Jefferson County. Patton became head of a department with forty staff members that was governed by the Polk County Board of Commissioners and the county Social Service Commission. Though the county had a mixed population that included Indians, Chicanos, and blacks, no members of these groups worked at the department. It was a typical public-welfare agency, administered by the county, supervised by the state,

and funded by the county, state, and federal governments. Its program included Aid for Families with Dependent Children (AFDC), Work Incentive (WIN), Supplemental Security Income (SSI), and Medicaid, administered under guidelines set by the state and federal governments.

The staff members, Patton soon discovered, frequently failed to follow guidelines and even appeared unfamiliar with them, applied rules inconsistently, and were sometimes indifferent to their clients' needs. Employees often arrived late at the office, took time off without permission to take care of personal matters, left clients waiting while getting coffee or chatting with fellow employees, and in general were inefficient and lackadaisical. Patton found few of them had the education and training for their work and quickly discovered the reason: qualified people were hard to obtain because of the low pay scale, the minimum acceptable by state requirements. The county commissioners, all conservative politically and economically, held budgets to the lowest possible level. Salary levels in all county offices were not competitive with those in the private sector.

Patton's initial review of the agency revealed that three persons appeared potentially useful in establishing an organizational structure to replace the present slipshod operation. They were the assistant director and two others who had ill-defined supervisory powers.

The course of action to reform the agency appeared clear to Patton. What was needed was a highly structured and disciplined organization. He envisioned himself as keeping a finger on all the programs administered by the agency. Supervisors would be selected from within the organization. Authority would be delegated to the supervisors, and line workers would be classified according to a strict hierarchy. Jobs would be highly specialized and all employees would be trained to do their job in a

prescribed manner. Weekly staff meetings would be used to review and modify work styles and to inculcate respect for authority.

In putting his plans into effect Patton rejected suggestions of the workers. He felt that their ideas on pay, job design, and office procedures had no place in a well-run operation. "If they don't like the way the office is run, they can work some other place," he said. Despite Patton's authoritarian approach to management, some improvement was beginning to be made. The office was brightened by fresh paint and the furniture was rearranged so that counselors had more privacy in discussing problems with their clients. Responsibility for certain tasks was assigned to specific people, files were kept up-to-date, and client requests were handled more quickly. Patton and his supervisors, carefully chosen from among the staff, seemed to receive proper respect from other employees.

But dissatisfaction and dissent soon boiled over. Line workers challenged Patton's edicts at staff meetings, complained about many of the imposed rules and regulations, wrangled over policies and goals, and threatened to appeal to the governing boards.

Patton's supervisors periodically approached him with suggestions for changes. Patton was upset and felt they were interfering with his prerogatives as an administrator, yet he was willing to listen to their opinions, especially because he began to fear losing his job if the extent of the objections among the staff reached the agency's governing boards.

The supervisors explained to him that many improvements had been made in the department, but they believed the administrative structure had to be made more responsive to staff personnel. They suggested that staff input in salary plans, office procedural policies, and staff meetings be increased and that a program of upgrading jobs and pay be introduced. They thought that an administrative system could be too

strict. The department under the former director had not been tightly controlled but the work got done and the public seemed satisfied as to the level of service delivery.

It was hard for Patton to believe he had been wrong in thinking the Welfare Department needed the imposition of a more rigid system, but he now recognized that his reforms had failed and that there were aspects of management to which he had been blind.

## **Chapter II**

### **Theoretical Approach**

The progress of world economy has triggered the private sectors to be more competitive and efficient for running their business. As results, in the early of 1990s the notion of running government like a business has held considerable appeal among numerous theorist of public administration. This period largely assume as the emergence of New Public Management.

In this period, the New Public Management approach is simply the most recent example of this effort to redesign the public administration to make it more like the private sector. On the other hand, the main notion that builds by the New Public Management approach mainly devalues the notion of democratic governance and citizenship that is embed in Public Administration.. This logic brought Janet and Robert Denhardt's for gaining a new approach on public administration that put greater emphasis on the principles of citizenship and democracy.

New Public Service paradigm consist of 11 mainly focus on the attempt for synthesizing ideas and voices calling for the reaffirmation of democratic values, citizenship, and service in the public interest as the normative foundation for the field of public administration. Thus, in this theoretical approach I will employ

#### **2.1. Public Administration and the New Public Management**

Denhardt's emphasis that the logic of public administration should follow the logic of democracy. Thus, he coined that "Government Shouldn't be run like a business: it should be run like democracy.". The history on the development of public administration that proposed by the Denhardt's mainly delivering several core issues of public administration that range from Wilson's dichotomy of politics and administration to Osborne and Gaebler's reinventing government. The last ideas that I

mentioned, mainly become the main ideas that criticized by the Denhardt in the New Public Service.

In New Public Service Denhardt's emphasis on the importance for democratic governance values in service delivery. Furthermore, they argue that the values of democratic governance will make the public employees more valued and energized as this sense of service and community expands. In the process, public servants are also connecting with citizens.

In addition, administrators are realizing that they have much to gain by listening to the public rather than telling, and by serving rather than steering. Thus, public servants become important element that supports the engagement of the ordinary citizens into the governance process. In short, "Citizens and public officials are working together to define and address common problems in a cooperative and mutually beneficial way" (p.3).

Other important notes from New Public Service is the attempt for setting a new attitude and new involvement of an emerging movement in the fields of public administration. Moreover, this also means to seek to pose and inform a number of central normative questions about the fields. This also include defining the essential character of what we going to do, what is the motivating force, and what is the strength and capacity that serves as the main notion of New Public Service.

## **2.2 The Roots of the New Public Service**

Denhardt's give a theoretical background for the birth of New Public Service. The roots of New Public Service mainly traces back to several theories that consist of democratic citizenship, Civil Society, Organizational Humanism, and postmodernism. All of the theories that I already mentioned above establish acclimate in which it make sense today to talk about a New Public Service.

Finally, the theories above suggest several ideas that become a critics for the New Public Management, as well the main notion of New Public Service, the following list are the seven main ideas that offers by New Public Service (2003 :42):

- **Serve Citizens, Not Customers:** Public interest is the results of a dialogue about shared value. Therefore, the focus of public servant mainly building relationship of trust and collaboration.
- **Seek the Public Interest:** Public administrator must build a collective, shared notion of public interest. Thus, any solution will be a results from a shared interest and responsibility
- **Value Citizenship over Entrepreneurship:** Public interest is better served by public servants and citizens than by entrepreneurial managers acting under the notion of public.
- **Think strategically, act democratically:** Policy and Program can be achieved effectively and responsibly through collective efforts and collaborative process.
- **Recognize that Accountability isn't simple:** Public Servant should more paying special attention to more than market. Community values, political norms, constitutional law are some of the things to be focused by the public servant.
- **Serve rather than steer:** public servant needs to embrace and to use shared, value-based leadership in articulating and meeting citizens interest rather than control it.
- **Value people, not just Productivity:** public institution will succeed to achieve its objective in the long run if they are operated through processes of collaboration and shared leadership.

The relationship between public servant and the public has been characterized in different ways over time. Jane and Robert Denhardt reviewed several important aspects of democratic citizenship, and then consider these varying views of public service in relation to citizenship. Thus, this also explores the particular interpretation of public service in the old public administration, the new public management, and the new public service.

From the standpoint of old public administration, the citizens are perceived to be clients. In Latin *cliens* means dependent or follower. This knowledge proposes that the old public administration dealt with their clients in just such a manner. Therefore, clients were seen as in need of help. Thus, it's the duty of public servants/ agencies to administer a program for the common good. Inevitably those in the agency came to be seen as being in control of those dependent on the agency.

The way that the New Public Management addresses the relationship between government and citizens is based on the theoretical foundation of economic theory of democracy. This theory explains political behavior in terms of economic competition. Political parties, for example, are seen as competing for votes just as corporations are seen as competing for profits. From this logic, citizens are seen as customers for whose votes the parties compete. Government and citizens' relationship from the standpoints of New Public Management generally brings the idea of consumerism directly by conceiving of the recipients of government services as consumers or customers.

The New Public Service perceives that the one who interacts with the government is not simply a customer but rather a citizen. Denhardt distinguishes citizens and customers. Citizens are described as bearers of rights and duties within society while customers do not share common purpose, but rather seek to optimize

their own individual benefits. This implies that the New Public Service suggests instead that people acting as citizens must demonstrate their concern for the larger community as well as a public administrator to be especially sensitive to their voices.

### **2.3 Comparing New Public Management with New Public Service**

One important role of government is facilitating or mediating the interactions among its citizens. Thus, it is important for government to bring people together in settings that allow for authentic discourse that endorses and concerns the directions society should take. By this logic, the New Public Service it is embedded with the ideas of government as an active entity in which citizens, through discourse, can articulate shared values and develops a collective sense of public interest.

In addition, The New Public Service perceives that those public administrators are an important key actor within a larger system of governance including citizens, groups, representatives, as well as other institutions.

The New Public Service is embedded with the role of active citizenship. This role brings a shifting in the duty of the public servant. In the era of active citizens, the role of the public servants changes. Public administrators will increasingly play more than a service delivery role; they will play a mediating, or even adjudicating role. This implies that a public administrator will no longer rely on the skills of management control, but rather on the skills of facilitating, brokering, negotiating, and conflict resolution.

Moreover, Denhardt's underline the importance for public administrators to pursue an effort that integrates the values of citizenship and greater emphasis on participation. By this notion, the process of service delivery that took place in the agency will be embed with the logic of democratic governance. This idea largely subscribes to the theoretical foundation of *deliberative democracy* that was coined by

Juergen Habermas. What is offered by the New Public Service in this chapter mainly focuses on the attempt for bringing back the public administrator for serving the citizens, not to control them (steer it).

The best way for government to recognize being responsive to its citizens is to create opportunities for participation and collaboration in achieving public purposes. Thus, the aim is to emphasize that government is open and accessible, that it is responsive and operates to serve citizens and to initiate opportunities for a greater role of citizens in all phases of the policy process. The New Public Service offers an approach of policy implementation that is embedded with the values of democratic governance and participation.

A primary focus that tries to build on the notion above is that the citizens' involvement is not limited in setting the policy priority but it is to enhance and encourage the engagement of public participation in all facets and phases of the policymaking and implementation process. Thus, by this process, citizens will come to see themselves as citizens, rather than consumers or clients.

A public administrator is highly embedded with the problem of accountability. The degree of accountability and responsibility in the public service are varied and range from standard operating procedures to obeying the constitutional law. Thus, the New Public Service recognizes the importance of accountability on democratic governance and the reality of administrative responsibilities.

As a comparison, in the Old Public Administration, a public administrator simply and directly is responsible to political officials. On the other hand, the New Public Management emphasized on the great discretion for a public administrator to act as an entrepreneurs. By the logic above, the measurement of accountability highly relates to the principle of efficiency, effectiveness, and responsiveness to the market.

Efficiency and effectivity are important features of public service. But, it's also important for public service to address the notion of democratic values like responsibility and ethics in pursuing the objective of the organization. In other words, public servants are called upon to be responsive to all competing norms, values and preferences of the complex governmental systems. Thus, it is a mistake if we oversimplify the process of accountability in the democratic governance by employing a narrow tool or measurement that are misleading for understanding the nature of accountability in the democratic governance.

The Old Public Administration is embedded with power that puts constraint on citizens. As a result, a public administration has abundant control over the citizens. On the other hand, from the perspective of New Public Management, public service has to compete with the market for defining its position in society. Thus, the New Public Service proposes a value based leadership in helping citizens articulate and meet their shared interest rather than attempting to control or steer society in new directions.

The ideal leadership, perceived by the New Public Service, suggests that public administrators must share power, work through people, and broker solutions, but and must reconceptualize their role in the governance process as responsible participants, not as an entrepreneurs or other entities that are associated with a dictatorship role.

A rational management approach by employing systems of productivity, performance measurement is important for achieving the objective of the government. But, putting a lot of emphasis on the productivity factors will neglect the values and interest of individual members of an organization. In the long term, the productivity

approach will fail if it doesn't give sufficient attention to the members or local value of the organization.

By the logic above, the New Public Service suggests that successful public organizations is an organization that focuses on building and integrating processes of collaboration and shared leadership for obtaining the objective of the public organization in the long run. The Old Public Administration achieved the objective of the organization by employing a strict and rigorous hierarchy and authority. This implies that the Old Public Administration tended to use control to achieve efficiency. The New Public Management approaches rely on the theoretical foundation of the economic theory of democracy. Thus, they perceive that incentives are important tools to gain efficiency in the organization.

The New Public Service proposes that managers of the public sectors must build a participatory relationship in the workplace. This means that the public sector work environment must be based on the assumptions that both individuals and organizations have responsibilities to each other and to create and maintain a successful relationship.

Furthermore, the public sector managers are responsible for capitalizing on the 'heart' of the public service. In this, people will be attracted to the public service because of the values, values such as making the world better, or making democracy work subsequently defining the best of what it means to be a citizen in the service of a community.

## **Chapter III**

### **Analysis**

In analyzing the case of bureaucracy in American context, I will employ an approach that mainly derives from the theoretical perspective of public administration. The public administration theories that will be use in analyzing the cases above mainly will works as a theoretical framework that serve and work best to understand the crisis that had to be solved by public administration.

This theoretical framework will also offer a blueprint of action that had to be take by the administrator. Moreover, this blueprint will also accompanied by a contingency plan that will serve as a backup plan in assessing and creating novel stimuli of solution that had to be take by administrator. Thus, for assessing this four cases above, I will break those cases into separate section.

#### **3.1 Case 1 Whose Speaking For the Library**

Before we discuss and plan a policy recommendations for the problems that emerge in the reading of “Who Speaking for the Library” I will give a glimpse of the Public library functions in the communities. Public library services rank among the oldest municipal services provided to taxpayers. Many of the American older communities had public libraries at the turn of the 20<sup>th</sup> century. Although traditionally a cultural services, a public library considered by the citizens as essentials to the quality of life in their community. Public library has have gone from the role of providing written materials to the public to being on the cutting edge of the provider of any kind of digitalized material.

The fastest growing area of library services has been the number of community program offered to citizens. In addition to providing specialized

information centers and resources materials, many libraries have opened their meeting and conference rooms for use by nonprofit community organizations. Virtually all now provide exhibits, educational programs, and host of special events like book discussion, lecture series, discussion groups, and guest speaker.

Furthermore, other functions that perform by Public library is the community activities centre. Many libraries had conferences room, which are frequently made available to local community groups and organizations. Typical uses of this conference room are include workshops, discussion groups, various exhibits, educational programs, book readings, organizational meeting, and other special community meeting.

As public entities, public library always tries to provide and host innovative programs for the citizens. Public library has realized its domain as a public servant, thus it's important for the library to address the public needs. This notion it's important since it will improve the image of the library in the community, as well as increasing the number of library user.

The reading of, "Who speaks for the Library" describes some of the problems that can occur in the city public library. It vividly depicts the conflict between one of the assistant directors of the library and the library director. This conflict is very interesting in terms of its complexity and its effect on the public library as the public entity that delivers a service for public.

This conflict arose when a group of local atheist requested the library conference room to hold their meeting. This could have led to a problem for the image of the library for providing a service to an atheist group. Mary Claire Roizmann, Director of the library, was concerned that this event would affect how the citizens would perceive the library for providing their service to unsympathetic groups like the

atheist local community. In accordance with her role as the Library director, she rejected the request the atheist local group to use the library room for the meeting.

This conflict meet its ocured when Llyod Milsom, one of two assistant directors of the Kinland Public Library found out that, Roizmann, usurped his authority, which as the assistant director for scheduling the conference room. In this case, whether they will entitle the local atheist to use the meeting room or not, the problem that emerges is clear: there is something wrong with the organizational decision making process at the Kinland public library.

The essence of this conflict tied up in the main questions of” Who Speaks for the Library”? Who is making the library policy? Who is making decisions for the library? Does Roizmann as the director had the responsible to do all the library policy? Or, Should Milsom the assistant director pull some strings to take his authority back?

The main question is How is what is the decision making process in the Kinland public library? Does the library have an organizational decision making process that is already approved by its officials? In short, the problem that occurs here was vividly depicted by the notion of the unclear organizational decision making process.

To assess the problem above, I will employ a classic approach of public administration theory that was introduced by Herbert Simon. The terms of *Bounded Rationality* and *Satisficing* that were presented by Simon will be the tools in assessing this case, as well as my presentation Simon’s approach in the organizational decision making process. This theoretical background will serve as a baseline and provide policy analyses that subsequently lead to the designated policy recommendations that answer the call of who speaks for the library.

Simon, in his noteworthy book *Administrative Behavior*, primarily was interested in the studying rational decision making process in organization. His main emphasis was argued that the mainstream perspective on rationality was a very narrow and ultimately unrealistic description of human behavior. From the perspective the of mainstream, decisionmakers have complete, accurate information about their environment and make their decision based on this information.

Simon viewed rationality of the decision makers as different from the mainstream perspective. He recognized that individuals in organizations make more modest claim of rationality. Moreover, Simon fleshed out that decisionmakers, “Do not analyze every possible alternative, prefer simple cause-and effect relationship to the more complex ones that mark the real world, and apply simple rules of thumb or proverbs in making decisions.<sup>1</sup>”. This implies that organizations are limited in their understanding and knowledge in their decision making process. Thus, *bounded rationality* marks real world decisions. Therefore, individuals and organizations can only *satisfice*, not maximize. Thus, decisionmakers have to accept solutions to the problems that likely are less than ideal.

Replying to the conflict in the Kindland public library, Roizmann, the director of the library ,perceives herself as the one who is responsible and should determine all the library policies. This includes rejecting the conference room usage for the local atheist group. This action subsequently challenged by her subordinate Milsom, her assistant director. Milsom tried to assert his authority as the one who regularly schedules the conference room.

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<sup>1</sup> Simon, A. Herbert. 1961. *Administrative Behavior: A Study of Decision Making Process in Administrative Organization*. New York., Macmillan Co. p 191

In this event, Roizmann, is fully subscribed to the logic above. As the one who maintain the relation with the library stakeholders (library boards, public in general), Roizmaan was fully aware that she had to make decisions that preserve the library's image, such as not lending its room to a local atheist group. Moreover, Roizmann's decisions are fully embeded with the spirit of avoiding bad consequences for the library, especially her position as the library director.

On the other hand, Roizmaann also neglected the library bill of rights that endorses the notion of providing equal service for everyone, regardless of their beliefs and affiliations. Moreover, Roizmann also usurped the authority of her subordinate, Milsom, by making a decision to reject the usage of the library room without any prior notice. In short, this event vividly displayed that the decision making process that was performed by Roizmann was fully embeded with the notion of *satisficing* and bound by limited rationality in producing an effective decision.

The possibility of the occurrence of this event can be reduced with the adoption of Simon's approach to organizational decision making. Simon perceived organizational decision making to be broadly defined to include "attention directing or intelligence process that determine the occasions of decision, processes for discovering and designing possible courses of action , and process for evaluating alternatives and choosing among them<sup>2</sup>."

Simon proposed two approaches in the organizational making process: programmed decision making and nonprogrammed decision making. The Programmed decision making approach, is an approach that a will be programmed in a sequence if a decision stimulus is repetitive, and the organization has developed a definite procedure for handling the situation. Simon and March refer to this event as a

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<sup>2</sup> Ibid, p 36

“performance program,” which determines the sequences of responses to a task<sup>3</sup>. This approach emphasizes the assumptions that the performance programs are organizational routines, in which decisions are made by reference to approved practices, rather than by consideration of alternatives on their merits.

In contrast to Programmed decision making, Nonprogrammed decision making is made in response to novel stimuli for which no structured response exists. As a result, Nonprogrammed decision making requires some search activities. Fry and Raadschelders suggest that “search activity is prompted by the perception of a performance gap or a deficiency in the actual as opposed to the desired level of performance.”<sup>4</sup> Furthermore, Simon emphasized that in the nonprogrammed decision making, “there is no apparent decision rule and administrators are required to engage in difficult problem solving<sup>5</sup>. In short, both models provide us with the knowledge on the different approach that can be employed for decision making.

The programmed decision making models refer to the process of decision making that embeds with the notion of regularity, repetitive, and routine and for which a procedure decision rule has been established or may be easily specified. In my opinion, this approach is suitable for the decision making process in the level of middle management. This approach was fully aware by Milsom, he believed that it's not the director's role to answer the inquiry from a local atheist group for the use of library conference room. He believed that the duty for scheduling the library meeting room should be his authority, because the organizational authority has mandated him the authority for determining the room usage. In short, library conference room

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<sup>3</sup> March, James G., and Herbert A. Simon. 1958. *Organizations*. Hoboken, New Jersey: John Wiley & Sons Inc,

<sup>4</sup> Fry, Brian R., and Jos C.N. Raadschelders. 2008. *Mastering Public Administration: From Max Weber to Dwight Waldo*. Washington, D.C: CQ Press, p238

<sup>5</sup> Aristigueta, Maria P., Janet V. Denhardt, and Robert B. Denhardt. *Managing Human Behavior in Public and Nonprofit Organizations*. Thousand Oaks: Sage Publications, Inc, 2008.

scheduling is considered as a routine programmed that the procedure of its usage has been established by the assignment of Milsom for scheduling the usage of the meeting room.

In my opinion, the steps that taken by Roizmann by answering no to the local atheist group is totally wrong. Roizmann neglects the process of decision making for the room policy usage that has already been delegated to her assistant, Milsom. Referring to Simon's approach in decision making, Roizmann as the library director should subscribe to the approach of Nonprogrammed decision making. This approach will put Roizmann as the top management of the library. This means that she will only deal with problems of decisionmaking that are characterized by Simon as making response to a novel stimuli for which no structured response exist. The activities of strategic decision making like setting directions for the organization, uncovering alternatives options, and planning for the program implementation in the organization should be the one that Roizmann focuses on. She should not be engaging in such a policy activity that is not be her domain.

In order to address this case, the adoption of the model of the decision making process that proposed by Simon will accurately fixed the problem above. Programmed and Nonprogramed decision making will help the Kindland public library in the policymaking process. The director of the library, as the top level management, should deal with the strategic policymaking. The activities like planning and a response for critical problems will be the domain of the top level management. In this case, Roizmaan, as the library director should focus on the decision making that refer to Simon's nonprogramed decesion making model.

On the other Hand, the task has that already been delegated to Milsom for scheduling the library conference room, should be well acknowledge by Roizmann, as

the Director of the library. The reason is that Milsom has already Roizmann for the task of scheduling the library conference room. This implies that Milsom's task was a task that considered is already defined that laid out by the director of the public library. Therefore, it's important for Milsom to pull back his authority of providing the library service of scheduling the conference room. Milsom, as the middle level library administrator is highly attached to the rules of engagement and other details of the policy in the library room usage. Therefore, it's become logical for Milsom to pullback his authority, since the policy of the library conference room usage are his domain that deal with the notion of routine and regular administrative tasks.

### **3.2 Case 2 Professionalism and Organizational Value**

. Although traditionally a cultural service, a public library is considered by the citizens as essential to the quality of life in their community. This relates to the role of the public library as the public entity that provides materials for loan, furnishes information on matters that relate to the public, and conducts programs of an educational, cultural or informational nature for the benefit of the public.

The rapid development of information technology re-shaped the role and functions of the public library. The public library has gone from the role of providing written materials to the public to being on the cutting edge of the national information highway. Library service, like the service that is provided by the fire fighters and police, is almost entirely financed from taxes.

Managing the public library will attach to the notion of managing the complexity of the public institution. The library director has to face several public institution complexities that range from limited budget to the local political configuration of local community. Managing the public library takes place in the arena of government. Thus, the public library's relationship to political authority sets constraints for the library director and complicates the process of library management. As a top level manager, a library director has to examine any possible options and solutions for engaging the interest of the political stake holder and the organizational values of the library that he embraced.

Library directors in many communities have traditionally had to provide their service with the strings that are attached to the local political configuration. Bound by this problem, the library director should consider that maintaining the public library is similar to managing other public entities. This means that the possibility of political

constraint will emerge and this will subsequently impact on the organizational values that are embraced by the public library.

Don Kelly is a new public library director of Chestnut Grove, a village with the population of 100,000, in the suburb of Chicago. Relevant to his background as a person who got his bachelor degree in library sciences and a master degree in public administration, Don pursued the ideal behavior of organizational management. His emphasis was to get the public library back on the track of its essential organizational values, as the place that provides a service that guards the quality of life of the community.

Don perceived the ideal form of public library by taking several steps for improving the quality of professionalism that deteriorated in the library staff. He managed a senior staff meeting during his first month as a library director in order to get feedback regarding the current library condition. Furthermore, Don is embracing the ideal model of public servant that puts the notion of professionalism above all interest.

Don's professional ethic in managing the public library meets a challenge when it faces the plan of city downtown development that is proposed by the city manager and some local economic mogul. The downtown development plan's comprised of a plan that incorporated the library as the feeder for the downtown mall activity. The plan was to put the library as the feeder and play as a reference for the economic activity surrounding the downtown mall. The result of this event is that the library has to adjust its several functions. The adjustment was requiring the library to employ a new approach that tends to distinguish the library from its main role. Some of the adjustment was that library display some of the issues that were relevant to the malls "current condition." The most extreme adjustment was to make a mall

modification on the library construction by putting a new door that directly connects the library to the plaza.

The downtown development plan that is proposed by the city manager and the local economic mogul is to incorporate the library as the anchor that display several issues that happen to be provided by the mall. Library as the anchor will connect the downtown visitor with the food court, a movieplex, a bookstore, video rental, and other mall activities.

The city manager and the mogul focus their attention for bringing the development of the downtown by employing such an economical interaction between the mall and the library. This also includes arranging several contract concessions that benefit the book store.

One of important thing to note is the city manager and the local mogul see that Don inherited the same organizational values from his predecessor Dr Fazio. The city manager reprimands Don that his duty as the library director is not more than a merchant. This relates to Dr Fazio's perception that the duties of the library director are selling a service that happens to be prepaid with the general revenues. Moreover, this implies that the city manager tries to display his political power over the library director.

Don feels the idea for developing downtown by an approach that employs an economic interaction and contract concessions between the libraries and other parties will consequently bring a horrific impact on the public library. Don views that the dignity and organizational values of public library as a public institution that provide an educational function for the society will be put in jeopardy if they employ such an approach that is proposed by the city manager and the local mogul. In short, Don's

argues that mall development certainly is not the domain of the public library duty and his professionals' ethic resists these ideas, resulting in his resignation.

In analyzing what went wrong with this event I will try to pull out some theoretical background from the literature of public administration. I will propose public administrations theories for examining the role that is displayed by Don Kelly, the library director, and the other party that is represented by the city manager and the local economic mogul. By examining their, we can afford to understand their main notion that contributed to the undesirable condition of Don's resignation.

As a library director that is well educated in library sciences and public administration,

Don pursues to embrace the notion of demonstrating professionalism, commitment to the public, superb librarianship, and definite leadership capabilities in his tenure of directorship. From the perspective of public administration, Terry as quoted by Denhardt (et al) suggested that "leaders in public bureaucracies watch over institutions that embody important social ideals, and for that reason, bear a special responsibility to maintain the responsibility of those institutions<sup>6</sup>."

The main point is that the leader's role in large part is to conserve the public service values that are part of the public organization. The administrative conservator may be called on to play different roles at different times, sometimes they engage for initiating leadership (pursuing innovative course of action) and at the other end of the continuum, sometimes engaging in protecting leadership (maintaining the strength, identity, and traditions of the organization).

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<sup>6</sup> Aristigueta, Maria P., Janet V. Denhardt, and Robert B. Denhardt. Managing Human Behavior in Public and Nonprofit Organizations. Thousand Oaks: Sage Publications, Inc, 2008. p198

Terry as quoted by Denhardt (et al) summarized that the role of the administrative conservator is to conserve and protect the mission and goals of the organization. This to protect the values that give the organization its distinctiveness, and to maintains both external and internal support. Moreover, Terry concludes that “administrative conservatorship actually is a form of statesmanship balancing professional expertise, political skills and the values of democratic governance<sup>7</sup>.” From the logic above we understand that the ethic of professionalism that is embraced by Don was mainly purposed to guard the organization values that become the essences of public library. Don’s leadership position was to put him as a buffer between the library and the political power surrounding local politics configuration.

On the other hand, the City manager employs a different notion in viewing the event of downtown development. He thinks that the public library should integrate in the downtown development plan. The reason behind his logic is the public library as the public institution is obligated to support the policy that proposed to improve city development. In addition, the city has its political constrain over the public library. Thus, fulfilling the city’s mandate for development of the downtown is obligated for the public library that supported by city tax.

The logic that is embraced by the city manager and his party reminds us the prominent theory of public choice. Public choice theory will provide us with the knowledge on how the public institution behaves under the notion of satisficing their authority. Downs as quoted by Cropf perceived that “the behavior of public agencies

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<sup>7</sup> Ibid, p199

by using economic individualism model and found that agencies have a tendency to emphasize the benefits they provide over the cost they incur to society.<sup>8</sup>

Therefore, agencies view organizational growth as good, although from a social perspective, this might not be the case. Agencies also tend to view their services as being of universal benefit and not directed to particular interest group. Thus, they are able to maintain the pretense that they are working behalf of the general interest.

The point that emerges here is to display the approach that employ by the city manager in their downtown development plan was fully subscribed under the notion of public choice. The city manager and the local mogul perceived that by incorporating and exercising the role of public library as the anchor for the mall activity was an ideal for the downtown development plan.

First conclusion that can be drawn from in this case is that both parties employ different approach in perceiving its role and function to the community. Don is a professional top level administrator that embraces the notion of administrative conservator, an administrative role that guards the ethics of professionalism and organizational values. On the other hand, the city manager employs an economical approach that puts the public library in a situation where they have to betray their own organizational values.

This different approach that is embraced by both parties consequently leads them into a different understanding regarding aiming the citizens need. The professionalism ethics that are embraced by Don, viewed that the genuine role of public library as the institution that provides the education functions for the society

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<sup>8</sup> Crof, Robert A. American Public Administration :Public Service for the 21 Century. New York: Pearson Longman, 2008.p173

should not harm by an economic activity. On the other hand, the city manager is trying to aim a new approach that will bring the city downtown into the next level of economic development. In short, both of them are addressing the same thing, serve the best for the citizens.

In my opinion, Don's should not resign. As public library directors that hold degree in public administration he should understand that one of the main duties of a public administrator is managing complexity. A good public administrator does not just always deal with the notion of preserving an ethical bureaucratic notion such as professionalism and organizational values. A good public administrator is the one that can understand the locus and focus of surrounding political environment. This case reminds us of the classic notions of public administration of the politics and administration dichotomy. In the real situations, you cannot build a demarcation between politics and administration. A notion of politics will always embed in administration, and the works of administration will always link to its political objective

One important thing underlined here is that the failure of the downtown development plan was contributed to significantly by Don's misconceptions on the role of public administrator. A good public administrator is an administrator that puts the organizational values as a means, not ends. A good administrator is a person with political interest that plays an activist role that he is willing to discuss and negotiate his institution's interest to find the common ground that works best for the society.

### **3.3 Case 3 the Lynx Study**

Wildlife species are important in our world. They provide many benefits in assuring a good environment in which to live. Sometimes we fail to consider the importance of wildlife and how living species interact with each other and with nonliving parts of the environment. Douglas L. Gilbert highlights some of the well known phrase that promotes the problems surrounding wildlife management. He says “We know how to manage the resource but not the peoples, or- “Natural resources management is 90 percent managing the public and 10 percent managing the resource.” (1976,p. 1). If these statements are true, the necessity for natural resources management agencies to establish and maintain good wildlife management is obvious.

The lynx study mainly depicts a range of public institutions problems that have to be faced by the administrator as top manager. Elaine Fox is the director of state game and wildlife service (GWS), she has served the institution for five years. As the head of the state’s game and wildlife service she understands that managing a public institution will attach to the political constraint that is set by the legislature and interest groups. Thus, it’s her duty to achieve the objective of her institution, as well as paying attention to political constrain surrounding her agency.

Three years ago, the US Fish and Wildlife Service (USFWS) endorsed her for doing the research for estimating the size of the Canadian Lynx population in the state. The objectives of this research were to determine whether the department should put the lynx under the categories of endangered species or not. Aware for the potential problems as the excess of this event, Elaine held several meetings with some of the leaders of various groups in the states, her point is to get supports from the political stakeholder. In addition, Elaine’s agency lacked of resource and the USFWS provides funding for hiring a private laboratory for the data analysis part of the project. Due to

this study, Elaine has increased the workload of the GWS staff. As a result, Elaine's staff shows some resentment regarding the extra workload for conducting the lynx study. Her staff quickly adjusted to their new duties, and the lynx study seems to be going well.

As the researcher begins to finalize the results, Elaine's offices received some of protest from the state's environmental groups. This protest was triggered by the lynx study results that show large number of lynx populations in the state. In accordance with avoiding the costly litigation, Elaine held an in-house review for verifying the results of the lynx study with the environmental groups. The in-house review ended with a conclusion that Elaine will redo the lynx study in accordance with the findings of serious mistakes by the private laboratory who conduct the data analysis for the lynx study. The decision to redo the lynx study with the different laboratory brought the protest from the recreational and commercial groups that benefit from the hunting activities.

The problems started to emerge when Elaine found an anonymous memo from one of the agency's fields biologist that explained Elaine's staff became suspicious of the new lab's work. So the staffs conducted a blind test to check the new laboratory's reliability. They mixed lynx fur from the local zoo with the sample that was collected from the study.

Although she knew that blind test is standard scientific method in a research study, she knew that this event will largely put the research results in jeopardy. These situations made Elaine aware that her field staff had violated standard bureaucratic procedures by not notifying her of their suspicions and plans to run a blind test. Afraid for the upcoming of undesirable events, she needs to do something for the crisis that takes place in her agencies.

Before we discuss public administrations theory, there are several of issues that emerged in the lynx study case. First, the GWS under Elaine, was faced with the problem of lack of personnel, this event was marked by the assignment of private lab by the USFWS for conducting the data analysis part of the study. Other points that vividly display the problem of lack personnel is the growing resentment among Elaine staff regarding the extra workload that was put on their shoulder for the lynx study.

The second issue surrounding this case is the strong political constraints that were in the lynx study. The legislature, local environmental groups, and commercial recreational groups were the actors that put political constraint surrounds the lynx study. These group are embedded with the notion of interest and motives. As a result, their interest largely set a constraint for GWS as the public institutions that have a string attached to the lynx study. By promoting their constraint, these groups had to bargain in the process in policy making.

The third issue that becomes one of the main factors that contribute to the problems in the lynx study is the violation of the standard of bureaucratic procedures. The violations of the administration procedure were conducted under the blind tests that were performed by Elaine's field biologists to check the new lab reliability. Moreover, this blind test also will influence the test results of the lynx study. The blind test that was performed by Elaine's staff was considered to be illegal (from the perspective of administrations) since it's violating the principles of bureaucratic procedure for not notifying Elaine for their plan to employ this test. In short, the conditions above implies that there is something wrong with the decision making process in Elaine's agency.

For addressing this case, I will drawn upon public administration theory that was proposed by Woodrow Wilson and Herbert Simon for analyzing the role

performed by Elaine Fox. The classical theories of public administration always follow Wilson's notions on the separation between politics and administration. In his article '*Study of Public Administration*', Wilson argues that "namely, administration lies outside the proper sphere of politics. Administrative questions are not political questions, although politics set the task of administration, it should not be to manipulate its office"(Stillman, 2008,p. 6).

Fry and Raadschelders emphasized that the policy administration dichotomy implies that "Policy matters or objectives were to be decided by elected officials, whereas administrative decisions were to be limited to the systemic and detailed execution of public laws or the selection of means to achieve those objectives" (2008, p 218). Moreover, Fry and Raadschelders argues that Wilson is trying to built a value-free domain for the construction of an empirically based science of administration (2008,p218).

What has been proposed by Wilson as the politics administration dichotomy was rejected by the role that Elaine performed. As the top manager of the game and wildlife service, she knows that managing public institutions has not always been associated with the daily routine of administrative task. Elaine performs a role of public administrator that displays the functions of lobbying, negotiating and mediating. These functions depict the role of Elaine as a public institution manager that is aware of political constraints surrounding her agency.

The role that is vividly depicted by Elaine above, disproves the notion of politic administration dichotomy that is proposed by Wilson. Elaine vividly depicts the role of public administrator that underlined the importance for managing political constrain as well as bringing amount of attention to the process of administrations. The events of in-house review for the results of the study and the enactment of public

meeting with the leaders of various groups around the state clearly depicts the political role of public administrator that is performed by Elaine Fox. The role that is depicted by Elaine implies that managing public institutions means also managing political constraints surrounding the public institutions. Some of the political constraints that attach to public institutions varied from the legislators support to budgeting.

The role of public administrator in maintaining both politics and administration sphere that was performed by Elaine is also significantly underlined by Herbert Simon. Simon discards the notion of politics and administration dichotomy that is proposed by Wilson. Simon contends “that politics and administration that is defined by Wilson are performed both by political and administrative officials” (1961, p. 58). Moreover, Simon perceived “that political officials are often involved in the selection of means, and more important, administration are integrally involved in the policy function both in the initiation of policy and in the exercise of discretion in the execution of policy” (1961, p. 59). The logic above suggests that the politics administration dichotomy fails to define a value-free domain for the development of a science of administration, since administrations are involved in policy function and values consideration.

Fry and Raadschelders perceived that Simon is realistic in viewing the possibility of applying strict, external, hierarchical controls over bureaucracy and is undesirable to separate administrators from policy functions. Indeed, they underline that Simon is trying to discover the use of technical knowledge of administrators in policy process (2008, p. 219). This logic brings us to the next feature of Simon’s works of fact and value dichotomy.

The Fact- Value dichotomy that is proposed by Simon emphasizes the need for a better basis for a science of administration and a more appropriate standard for administrative conduct. Simon distinguishes decision premises into two categories: fact premises and value premises. Value premises are ethical statements about what should be done. As such, they may be good or bad, but they cannot be true or false. On the other hand, factual premises are statements about the observable world. Consequently, it can be determined whether factual premises are true or false, (Simon, 1961, p. 47).

In addition, Simon maintains that propositions about administrative processes are scientific only to the extent that their truth or falsity can be assessed. Therefore, a science of administration must be based on the factual premises of administrative decisions and cannot deal with value premises (Denhardt, 1981, p.21). In accordance with the logic above, Elaine, as the head of the public institution, is aware that the domain of public institution managers consists of employing the value that is set by the political constraints, and handles the factual problems surrounding the bureaucratic process. Thus, Elaine largely displays a role of public administrator that tries to designate the value that is set by the political constraints, and frame those values into a policy practice that stands in the sphere of factual premises.

The anonymous memo that informed Elaine of the violation of the bureaucratic procedure confirms that public institution managers will always have to deal with the notion of standard administrative conduct. This strongly argues that the role of a public administrator is largely to maintain the political and administrative sphere of bureaucracy. Simon's fact and value dichotomy provides the basic notion for public administrators to maintain the political and administrative sphere of bureaucracy. Putting the value (that is set by the political constraints) into a policy

practice (fact) largely is the task that has to fulfill by public administrators. Thus, fact and values dichotomy implies that is important for a public administrator focuses on the interest (values) of the political constraints, as well as handling the problems surrounding the sphere of administration.

From my perspective, in the study of the lynx population, Elaine was faced with two main problems. First, the problem of managing the political constraints by the interest groups, this was well addressed by Elaine. She employs the role of the public administrator as a political activist that displays the functions of negotiation, mediation and lobbies for achieving the organizational objectives. As I mentioned earlier, this also disproved the notion of Wilson's politics and administrations dichotomy.

The second problem that has to be addressed by Elaine is the violation of bureaucratic standard procedures by her staff. The violation of standard bureaucratic procedures brings about of serious impact for the results of the lynx study. The problem becomes vivid when Elaine knew that the field staff had violated standard bureaucratic procedures by not notifying her of their suspicions and plans to run a blind test for checking the new lab reliability. Elaine must do something before the results of the lynx study become misleading and counterproductive for her institutions.

From my perspective, I will address these problems by employing the same approach that was embraced by Elaine. As I mentioned earlier, Elaine performed a role of public administrator that significantly displayed a political mindset. With this mindset, a public administrator will largely maintain and employ the task of negotiation, mediation and lobbies.

First steps to be taken under the notion above will be the temporary termination of the lynx study. This termination will be followed by an internal review on the lynx population study and the general assessment of the organizational decision making process. The general assessment of the organizational decision process will provide Elaine with the knowledge of the political aspect of decision making process in her agency.

This assessment will help Elaine find the 'whistleblower' that wrote the anonymous memo, as well the crack in the process of decision making. The cracks in Elaine agency's vividly display by Elaine's staff suspicion and decision for running a blind test for checking the new lab reliability. These cracks confirm us that there are serious problems of decision making in the GWS under Elaine's command.

This assessment also allows Elaine to use her administrative power to give sanctions to the employee who violated the bureaucratic procedure of the institutions, as well as credit for the staff who performed the organizational standard operating procedures. The process above requires Elaine to employ her managerial skills for the process of negotiation and mediation with her employees, a process largely performed by a public institutions manager with a political mindset.

The internal review on the process of lynx population study will provide Elaine with complete information on the results of the study. The results of the study will be the material for conducting an in-house review with the local environmentalist groups and other interest groups. In the in-house review Elaine will claim that her department made a mistake in their bureaucratic procedure in conducting the lynx study. Moreover, Elaine must strongly emphasis that the mistake was mainly minor, since blind testing is a normal methodology for assesing the labs reliability. In

accordance with providing a second opinion on the test results, Elaine will need to use a different laboratory for the analysis comparisons.

Carrying out the in-house meeting with the interest groups and offering a second opinion for validating the research results will lead Elaine's department to avoid a big risk of consequence that derived from the research misconduct. With these steps Elaine already gives a chance for a prior confirmation regarding the misconduct on the process of data analyses in the lynx study. It also offers alternative solutions for achieving the common grounds for the institution (for completing the research project) and the interest groups. Furthermore, these steps also provide a good image of Elaine's department for keeping alive the notion of transparency and accountability in the public sector.

### **3.4 Case 4 an Authoritarian Approach to Management**

Managing public institutions is attached to the idea of managing complexity. Internal and external environments will constantly play roles as daunting factors that put constraints in the process of governing the public institutions. Social services commissions are those public service entities designed to confront and ameliorate a community's social problems.

Kemp (1998, p.206) proposed the typical service that is the duty of the social services commissions. The tasks include addressing several issues such as juvenile delinquency, low income senior citizens, racial prejudice, housing discrimination, unemployment, affordable child care, mental illness, the physically disabled, alcohol and drug abuse, and poverty.

Many citizens believe, and frequently demand, that these services be provided to maintain the quality of life for all residents of their community. Local public officials also frequently serve as a clearing house for social service, referring citizens to other public and nonprofit agencies. In short, community social problems are abundant. Thus, it is the duty of the head of the social service commissions to compose organizational values that work best for the personnel and the citizens (as customer).

The head of the social service commission's has to face several public institution complexities that range from internal management problems to the excellent service that is demanded by the public. Managing social service commissions takes place in the arena of government. Thus, the head of the social service commissions has the authority to set out what organizational values work best and are applicable for the institutions to serve the citizens interests. As a top level

manager, the head of a social service commission has to examine any possible options that engage the interest of the internal personnel and the citizens.

Managing public institutions also entails to function of maintaining a conducive workplace environment. Thus, it's become important for public agencies that largely have direct interaction with the public, like the office of social service to provide the principles of discretion in their daily operations.

Although applying the discretionary approach contributes to the level of personnel satisfaction in the workplace, that does not mean that the routine operational values that are embraced by the social service department should be abandoned. Thus, the search for a new management approach that integrates the values of productivity and humanize the workplace of the personnel is important.

Gaining the same grounds on organizational values are important for the manager and employee. The following case exhibits the organizational clashes that arise in public institutions. This case took place in the Polk County Board of Commissioners and the County Social Service Commission, which conducts social services for the citizens. Its programs included Aid for Families with Dependent Children (AFDC), Work Incentive (WIN), Supplemental Security Income (SSI), and Medicaid. These programs are administered under guidelines set by the state and federal governments.

Richard Patton was the new head for the Polk County Board of Commissioners and the County Social Service Commission. He joined the department after a good record of service in Jefferson County, a county that has been described as having a low degree of complexity for the public administrator to face. After performing the role of assistant of the director and exhibiting conscientious work and

reliability, Patton won the respect of his directors and his ten coworkers. This brought Patton to lead the social welfare department of Jefferson Polk County.

In his new post in Polk County, Patton had to deal with a more diverse and complex societal environment. The size of the population, the abundant and varied industries, the diverse ethnicity of the population, and the number of staff of the social service department of Polk County were some of the complexities that have to be faced by Patton as the new head of the department.

Patton was a product of a society that valued the work ethic of discipline and respectful of authority. His style of management was largely based on personal values that shaped his perspectives of organizational principles that employ a strict hierarchal chain, rigidity, discipline, and task focus. Moreover, Patton idealized an effective and productive organization largely achieved by maintaining an authoritarian management approach.

Patton's principles hit the wall when he found that most of his new employees frequently failed to follow guidelines, applied rules inconsistently, were indifferent to their client's needs, often arrived late at the office, took time off without permission, and mistreated the clients. In short, Patton found that most of his employees were inefficient and lackadaisical. First, he thought that this related to the low salary of his staff, but then he thought that this was not the real problem. Aware of these conditions, he employed a plan that reutilized the organizational structure and discipline as the backbone of the institution's productivity and efficiency.

By maintaining an authoritarian management approach, Patton fulfilled his objective for an effective and productive work environment. Due to this, the office had more bright colors, jobs and roles clearly defined and the client request were handled more quickly. Problems emerged when Patton always neglected the input

from his employees. He thought that the one who should determine the policy for the agency mainly derived from his authority.

After fearing he might lose his job, he was willing to listen to his employees input, and was surprised when his supervisors came up with suggestions he change his managerial style. The employees felt that Patton's authoritarian management approach was not applicable in their organization. Thus, the employees recommended several organizational changes that made the structure more responsive to staff personnel, these included several policies that introduced the salary plan, increased the number of staff meetings, and the programs of upgrading jobs and pay.

In addition, Patton and his employees preferred different organizational principles. Patton employed an authoritarian approach in his managerial style, while his employees sought a greater discretionary approach in the daily organizational routine. The clash of organizational principles that between Patton and his employees lead them to conclude that there was a need for creating an organizational principle that would work well for both parties.

In analyzing this case I will try to pull out some theoretical background from the literature of public administration. I will propose public administration theories for examining the role that was played by Richard Patton, the head of the Polk County social service department, and the staff personnel of the Polk County social service commissions. By examining their role and the notion that they embraced, we can afford to understand the main logic that contributed to the undesirable conditions at their institution.

As I mentioned earlier, Patton was a product of a society that valued the work ethic of discipline, industriousness and respect for authority. These values largely impacted Patton's approach to his managerial style. Moreover, he employed the

notion of strict authority in his institution. The notion of authority is largely attached to the prominent theories of public administration.

Referring to Patton's strict application of authority, I will track back Weber's theories of authority. Weber proposes several sources of authority, he concludes that the sources of legitimacy differ, however, Weber asserts that there are three sources of legitimacy that are based on authority. As quoted by Fry and Raadschelders (2008, p.30), Weber proposed three sources of legitimacy, they are charismatic authority, traditional authority, and legal rational authority.

Fry and Raadschelders, (2008, p.31) summarized the conceptions of Weber's sources of authority. They conclude that charismatic authority is defined by Weber as the "quality of an individual personality by virtue of which he is set apart from ordinary man and treated as endowed with supernatural, superhuman, or at least specifically exceptional power or qualities" (Fry and Raadschelders 2008, p.31). Traditional authorities are largely based on respect for the eternal past, belief in the rightness and appropriateness of the traditional or customary way of doing things. The last concept of Weber's sources of authority is the legal authority. The legal authority is based on a belief in reason, and that laws are obeyed because they have been enacted by proper procedures. (Fry and Raadschelders 2008, p.31-32)

Patton's managerial style vividly displayed the notion of Weber's legal authority. He perceived that within the institution, the legitimacy of legal authority rests on rules that are rationally established. Bureaucracy is the organizational expression of modern legal rational authority. Therefore, the main objective of bureaucracy is to maximize control in a hierarchical manner. As the head of the department, Patton believes that employing a strict hierarchical control in his

organization would result in an efficient and effective achievement of organizational goals.

The notion of controls, hierarchy, and efficiency employed by Patton brings us to the characteristics of bureaucracy as proposed by Weber. As quoted by Croff (2008, p.159). Weber proposed five major structural components of the ideal bureaucracy : systematic division of labor, hierarchy of office based on the scalar principle, strict differentiation between organizational resources and those of members as private individuals, administration based on written documents and file keeping, and bureaucratic operations are rules governs.

Weber's conceptions of the ideal bureaucracy mainly depicted several factors that contributed to a form of effective, efficient, and impersonal bureaucracy. From Patton's perspective, these methods are applicable and work best for achieving the goals of the organization. On the other hand, Patton's employees thought that his authoritarian management style made the organization dehumanizes employees and allowed only minimal discretion in the workplace.

These conditions lead us to see the importance of finding solution. To addressing this case I will draw on public administration theory that was proposed by Mary Parker Follett. In contrast from Weber's ideal bureaucracy, Follett mainly emphasized an organizational humanist approach. Her work on the local context of democracy and democratization often went against the flow of the mainstream in her era. Follett's idea on horizontal communications, pluralistic authority, and creative interactions set her apart from the contemporary theories ( Fry and Raadschelders 2008, p.114).

Follett proposed that in an organization control and authority ought to flow from coordination, not the reverse. Furthermore, control should be cumulative, arising

from below and should be based more on the demands of the situation rather than on arbitrary personal demands and control. Cropf (2008, p.166) emphasized that Follett's intention was to pursue situational demands that are determined by rational analysis, in which the nature of the task determines the work orders, not the imposition of personal authority. This approach is well known as Follett's law of situations.

Follett also proposed roles for the executive that are different from the classical theories of public administrations. She believed that the executive is principally responsible for three functions : Coordination, definition of purpose, and anticipation (Crop, 2008, p.166). The role of the executive that is proposed by Follett essentially creates a condition where the executive places emphasis on supporting employee participation in the workplace.

Follett's conception of the executive roles focuses on creating good situations in the work environment by supporting employee participation in the work place. In short, employee participation is important because the employee has input on matters in which they are qualified to have an opinion. The input from the employee will provide a democratic mechanism in the organization. As a result, this democratic principle will guide the organization to achieve its organizational goals.

According to Follett's theories, Patton should subscribe to the notion of the role of executive that was proposed by Follett. An organization consists of several backgrounds, characters and interests of individuals. Thus, it is important for Patton to employ an approach that subscribes to the notion of organizational humanism. This approach subsequently posits democracy as the main feature of organizational management.

In addition, Patton should employ Follett's approach of the role of the executive; this approach supports coordination, definition of purpose and anticipation. This approach would have Patton encouraging participation, training and educating his employee. Moreover, Patton would also be obligated to create a sense of shared mission in the workforce, as well as creating workplace situations that pursue the larger good conditions of the organizations.

Along with this attempt to balance the organizations performance with employee satisfaction, it is also important for Patton to put into practice the conceptions of Public Service Culture that was coined by Loisi Recascino Wise (Stillman 2008). This approach helps Patton to understand the process of public service motivation and its implication in the democratic governance.

In her theory, Wise defines those public motives as the process that causes an individual to perform acts that contribute to the public good as way of satisfying their personnel needs (Stillman 2008, p.340). Furthermore, public service motives concurrently provide the organization with a basis of values that supports 1) incorporating values, and not merely facts or analytical techniques, into administrative decision making, 2) encouraging commitment and responsibility for the work of government and its consequences (Stillman,2008, p.341).

This approach will provide Patton with an understanding that not every individual in the public institution subscribes to the notion of public service motives. Thus, it is the duty of the head of the department to initiate an approach that supports the employee in embracing the culture of public service motives.

Finally, this paper concludes with several steps that have to be taken into account by Patton in his managerial approach. Managing a public institution is largely attached to the notion of managing complexities. Thus, it is important for Patton to

employ several approaches that subscribe to an organizational humanist approach that recognized individuals as an important feature in the organization.

Several recommendations that should be employed by Patton in his managerial approach include enacting organizational values that largely support participation, endorsing a sense of shared mission, incorporating values into administrative decision making and encouraging employee responsibility. The approach above provides room for individuals in the organization to play a greater role of participation and responsibility for achieving the organizational goals.

## Chapter IV

### Lessons Learned

In 1992 David Osborne and Ted Gaebler publish *Reinventing Government*. Their works mainly provide a summary of new public management ideas and reports on an effort at all levels of government to transform bureaucracy into “entrepreneurial” government. Moreover, the main ideas behind the logic of New Public Management largely point out that bureaucrats should be more like responsive entrepreneurs who try to fulfill the service demand of the citizens/customers (Cropf 2008, p.176). In short, reinventing government has provoked a healthy debate in public administration regarding its possible effect on civil society.

In general the development of public administration was largely shaped by the paradigm shift from a bureaucratic model of administration to a market model of management that closely related to private sector. Managerial reforms mean a transformation, not only public management, but the relationship between market and government, government and the bureaucracy, government and the citizenry, and bureaucracy and citizenry

Earlier, under the Old Public Administration, the main focus of public administration was simply to deliver services efficiently, and that problems were to be addressed primarily by changing the organization structure and control systems. More recently, the New Public Management has come to dominate thought and action in the field of public administration. The New Public management, as we have seen, is grounded in the idea that the best way to understand human behavior is to assume that governmental and other actors make choices and undertake action based on self-interest.

The approach above challenged by the paradigm of New Public Service. In short, New Public Service offers important several points. First, instead of trying to direct society, public servants must help citizens to articulate and meet their interests. This logic will bring the citizens and public administrator to share their responsibility and interest, as well as build a collaborative understanding of public interest.

Finally, the collaborative endeavors between citizens and the public administrator will lead the public interest to the desired direction. However, public interest should not be thought of as an aggregation of individual self interest, it should focus on the forging of trust relationship with the community.

Important lessons that can be draw from the case in the American bureaucracy context is that those competing paradigm are shifting from an organization interest, Economic interest, to a democratic principles of interest. Thus, the important thing is that the public administration paradigm had to emphasis on the premise that serving the public should be the main focus of government. Thus, running public agencies like a business should be secondary. In accordance with the logic above, the administrator should be more accountable to laws, community values, and citizens rather than to market.

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