

CHAPTER 2

THEORETICAL FRAMEWORK OF PUBLIC ADMINISTRATION

2.1 Introduction

The theoretical framework of Public Administration as discussed in this chapter serves as a historical overview of the development of Public Administration as a field of study. The theoretical-historical overview of every aspect of life provides a better understanding of the past, the present and the future. The New Lexicon Webster's Dictionary of the English Language (1992:459) defines history as a record of past events with an interpretation of their causes and assessment of their importance; a narrative of real or fictitious events connected with a particular person or country or an object. The Oxford Advanced Learner's Dictionary (1986 :405) defines history as a branch of knowledge dealing with an orderly description of past events politically, socially and/or economically. This implies that in order to understand the teaching Public Management at Technikon Southern Africa as a field of study, the American roots of the study of Administration as introduced by Wilson in 1887 should be revisited. This will serve as a theoretical framework for understanding the background information pertaining to the teaching of Public Management with a view to predicting its future prospects.

The following discussion focuses on the theoretical framework of the teaching of Public Administration with specific reference to Woodrow Wilson as the founding father of the academic study of administration. The value of other contributors will also be discussed in terms of the different stages of the discipline's development. It will become apparent that at different stages of the development of Public Administration, various authors have contributed to the development of the discipline. The maturity level of the field of Public Administration should always be evaluated in terms of the different stages that are outlined in the following discussion.

2.2 Clarification of terms

In this discussion, reference to the teaching of Public Management as a field of study will be written in capital letters (**P and M**) while small letters (**p and m**) will be used with reference to the activities. Similarly, should reference be made to Public Administration as a field of study, capital letters (**P and A**) will be used, while small letters (**p and a**) will be used for activities. According to Mailick and Van Ness (1962:7), Public Management, for example, is the name of an academic professional field of inquiry whose reason for being is to engage in a disciplined study of the subject matter as specified in **chapter 1 figure 1.2.1**. Without subject matter, no empirical field of study exists. The discussion advanced in **chapter 5** suggests that the subject matter for the teaching of the discipline "Public Management" should be management techniques. These techniques could be learnt as discussed in **chapter 3**, among other methods, through training and education approaches, to ensure that an integrated approach is

applied in the teaching. Similarly, it has been argued in **chapter 5** that the subject matter of Public Administration should be the theory of Public Administration. Such theory could contextualise the application of management techniques. An integration of the theory of Public Administration with management techniques could shape the teaching holistically. There are reasons to justify the teaching of Public Management as discussed in **chapter 4**, to establish whether it is accorded the status of a discipline by the academic profession (Caiden, 1971:27).

Although authors like Hanekom and Thornhill (1983:42) write that the academic discipline of Public Administration is of recent origin in comparison with the practice of public administration, it is a mature discipline contributing knowledge mainly to the public and partly to the private sectors. The manner in which the discipline Public Administration has been changed to Public Management at the majority of technikons stimulates interest that necessitates further investigation.

2.3 Origin of the study

Henry (1995:22) acknowledges Wilson, for having set the tone for the early study of Public Administration in his essay entitled “The Study of Administration”, published in the Political Science Quarterly in 1887. American scholars regard Wilson as the founding father of American Public Administration. They do not, however, imply that he single-handedly founded the academic discipline of Public Administration. Instead, the label suggests that his article “The Study of Administration” represents a summation of

the field of Public Administration in its infancy. Wilson eloquently articulates views which have been in the making for some time, views which evolved as a result of developments and practices in the political arena. The views expressed in Wilson's article represent his theory of administration and a summation of public administration at that period in American history (Barton and Chappell, 1985:234-235). It could be argued that Wilson introduced the study of administration and not the study of the discipline Public Administration. The teaching of Public Administration developed from the "Study of Administration".

In his article, the word "study" as related to "Administration" has been mentioned by Wilson more than twenty- six times. He certainly deserves credit for an authentic discussion of a newly identified phenomenon worthy of being studied. It could also be argued that Wilson's focus was on the study and not on the teaching of administration. Although the emphasis was on the study, teaching should be conducted to support such a study.

The Oxford Advanced Learner's Dictionary (1974:859) defines the word "study" as a devotion of time and thought in order to gain knowledge, and a close examination of a subject. It defines "study" as devoting time and attention to learning or discovering. This means that Wilson's basic intention was to introduce the field of study in order that knowledge through close examination could be acquired.

Public acceptance of a programme of public administration for the public service marked the abandonment of some old ideas and the adoption of new ones. The historical belief that the duties of public office are simple and may be readily understood by any person of average intelligence is out of date (White, 1955:368). The beginning of the study of Public Administration education was intended to generate knowledge. Webber (1975:38) writes that knowledge without skill is dangerous, and skills without knowledge means stagnation and an inability to pass on learning. The two aspects (knowledge and skill) should holistically be integrated to complement each other. According to Chang and Crombag (1993:7), knowledge and skill are two integrated objectives of education. The knowledge objective involves information about more abstract matters, e.g. the knowledge of the theory of Public Administration and experimental techniques in terms of the discussion in **chapter 5**. Skills concern the way in which knowledge is used. The didactic implication is that knowledge must be provided first, then skills may be developed. The accumulation of skills can be facilitated by knowledge of theory and critical analysis (Horwitz, 1991:1). An integrated teaching approach could satisfy the needs of both employers and learners in terms of knowledge and skills.

In relation to the argument in **chapter 5**, it can be deduced from these arguments that Public Administration can provide the theoretical framework for the teaching of Public Management at Technikon Southern Africa. This could imply that the knowledge of Public Administration and Public Management skills are integrated in the teaching approach. The teaching of Public Management without the theory and knowledge of Public Administration could narrow and fragment the teaching approach. According to

Watson (1986:4), Public Administration education provides broader subject matter of a conceptual or theoretical nature, and the development of personal attitudes and philosophies.

In his introduction to the field of study, Wilson (1887:11) recognizes the fact that administrative study is a product of political studies, in writing that administration is the latest fruit of the study of Political Science, and that the move for such study is needs-driven. Pfiffner and Presthus (1967:16) write that Political Science, the discipline in which various Public Administration teachers received education, has not always prepared teachers for the systematic field research and generalizations which mark an advanced discipline. This led to the separation of politics from administration as discussed under **heading 2.3 on page 37**. This is despite the opinion of Ridley (1975:14-15) who writes that Political Science encompasses the origins of political regimes, their structures, functions, institutions, the ways in which governments discover and deal with socio-economic problems and the interaction of groups and individuals that play a part in establishing, maintaining and changing governments.

The academic progenitors of Public Administration were political scientists, economists and sociologists who taught their students how to analyze the economic and political processes through which public authority is exercised. It is conceded that a true profession of Public Administration could not have developed until educated and trained personnel began to study the working processes of governmental agencies and/or public institutions. For this reason, contemporary students are indebted to their academic

forefathers for their critical and realistic approach, and for their awareness of the institutional determinants of public policy. The effectiveness of the public service will require wisdom, knowledge and experience acquired from studying (Fritz, 1946:30).

Wilson contends (1887:12) that the mere unschooled genius for affairs will not save us from sad blunders in administration. Administrative tasks have to be studious and systematically adjusted to carefully test standards of policy. Wilson (1887: 12) argued that there should be a study of administration which seek to straighten the paths of government to make its business less unbusiness like, to straighten and purify its organisation and to crown its dutifulness. Wilson (1887:12) reflects that he was not dependent on natural abilities to put the path of the government straight. The schooled officials with administrative knowledge and skills were viewed as assets that could save the country from administrative blunders.

Wilson (1887:12) remarked that it was getting harder to run a constitution than to frame one. This statement could be interpreted differently by researchers, academics and practitioners. According to Henry (1995:22), the statement was a “call” for more intellectual resources to be brought to bear on the administration of the state. It is realized that in the opinion of Wilson, the emphasis in the United States of America was on constitutional aspects, and Wilson’s intention was to change the emphasis to the study and practice of administration. “The weightier debates of constitutional principles are even yet by no means concluded, but they are no longer of more immediate practical importance than the question of administration (Wilson, 1887: 12)”. In the same breath,

the teaching of Public Management at Technikon Southern Africa vis-a-vis the teaching of Public Administration tends to suggest that there is a paradigm shift towards the emphasis on management rather than administration. At the face value, it could be interpreted that, at South African technikons, Public Administration is no longer of immediate practical importance. The teaching of Public Management, taking into account that technikons are established to be more practical and experimental in their teaching approach, as denoted in **chapter 3**, is considered to be of relevance. However, the practical experimental approach to the teaching of Public Management as advocated in **chapter 5** should be integrated with the theoretical framework of Public Administration.

2.3.1 Nature and objectives of the study

Wilson has been criticized by Henry (1992:22) to have failed in identifying what the nature and the objectives of the study should be, what the proper relationship should be between the administrative and political realms, and whether or not administrative study could ever become an abstract science akin to the natural sciences. However, the observation is that Wilson (1887: 11) describes the nature of the field of administration to be the field of public business which is removed from the hurry and strife of politics. In his opinion, administration should stand apart from the debatable ground of constitutional study. According to Pfiffner and Presthus (1967: 9-14), the nature of the study is influenced by the legal historical approach, the structural descriptive approach and the behavioural approach. The legal historical approach is based on a framework of legal

rights and obligations of the government, emphasizing the formal relationships among the three branches of government, while policy and administration are separated. It views public administration as applying and enforcing the law in concrete circumstances and it emphasizes the rule of law. This approach to the study is derived from administrative and constitutional law as well as the movement towards the judicialisation of public administration (Rosenbloom, 1986: 25-26).

The teaching of Public Administration could achieve optimum utilization of the resources at the disposal of the public sector. Effective administration seeks the elimination of waste, the conservation and effective use of human resources and materials and the protection of the welfare and the interests of employees (White, 1955: 3). The justification for a study of administration as identified by Wilson (1887: 14) is to discover what a government can properly and successfully do and how things can be done properly with maximum efficiency at the least possible cost. The benefit of such a study will bring about adequate administrative knowledge. Officials must be prepared to serve as the apparatus of government to ensure that the public service is effectively and efficiently carried out. It was envisaged that a body of effectively trained officials is required.

Denhardt's (1991:4) observation is that the objectives of learners studying Public Administration could be based on the recognition of the vast array of positions in the public sector. Their expectation is that they (learners) should acquire basic information and skills that enable them to pursue careers as public administrators. The information

system of Technikon Southern Africa revealed in 1999 that **fifty-nine percent** of the employed learners in Public Management indicated in their application forms that they wanted promotion in their work places. **Twenty-seven percent** of the unemployed learners indicated that they want to get jobs and pursue careers as public administrators. The remaining **fourteen percent** did not indicate whether they were employed or unemployed, and no information regarding their motivation for studying Public Management is available. The careers that could develop after studying Public Administration comprise, inter alia, personnel and financial administrators. This further implies that they would seek to understand the field of Public Administration and to sharpen their skills as administrators.

Denhardt and Hammond (1992:7) indicate that the legal approach to the study of Public Administration has been eclipsed by a managerial approach despite a venerable tradition from which it has emerged as a fully-fledged vehicle for defining the study of Public Administration. The managerial approach tends to minimize the distinction between Public Administration and Business Management. It suggests that the activities of public administration should essentially be carried out according to the managerial principles and values that are applied in the private sector (**See chapter 5**). This approach advocates that managers and not politicians should control the public service, as efficiency is considered the ultimate goal. The assumption is that politics is to be eliminated in administrative matters because it produces inefficiency through the notion of representativity and political responsiveness (Rosenbloom, 1986: 15-16).

The structural descriptive approach accepts the scientific management assumptions and the relevance of business methods and motivations for public management. However, it tends to restrict organisational arrangements and personnel management as well as revenue and expenditure. The behavioural approach restricts itself to analysis, maintaining that by 1967 not enough was known about the field of Public Administration. Advocates of this approach criticize other approaches for including judgment about what content of Public Management should be covered (Pfiffner and Presthus, 1967:14). Across the broad spectrum, insufficient knowledge exists regarding the contents of Public Management at techniques and regarding what its relation to Public Administration should be.

2.4 Politics/administration dichotomy stage

Pfiffner and Presthus (1967:4) credit Goodnow for playing an important role in differentiating politics from administration. In his book, Goodnow (1900: 25) argues that there are two distinct functions of government, and that their differentiation results in another differentiation. The organs of government are to be designated respectively as “political and administrative bodies”. He therefore separates politics from administration on the basis of the two functions. Politics has to do with policies or expressions of the state at the political, executive and operational levels. It has to do with the guiding or influencing of governmental policy, while administration has to do mainly with the execution of these policies.

In all governmental systems, there are two primary or ultimate functions of government: . the expression of the will of the state, and the execution of that will. These functions represent “politics” and “administration” respectively. Although the administrators could participate in policy formulation, they are further involved in the implementation of those policies after they have been enacted. The administrators are functionally accountable to the legislatures and responsible to the politicians who are answerable to their constituencies. Therefore, decisions made within the sphere of public administration require delicate political judgement and can be seen to have a political element, though it is important that administrators avoid any discernible partisan political association (Barber and Stacey, 1979:3). The discussion advanced thus far in the politics-administration dichotomy, linked with the discussion to be advanced in **chapter 5** pertaining to the theory of Public Administration and management techniques, suggests that the teaching of Public Management and Public Administration (**in an integrated sense**) should be distinguished from the area of politics. However, such teaching should holistically integrate the political ingredients of the state in its teaching systems and not necessarily in its structure. This means that the teaching of Public Management and Public Administration that excludes political ingredients of the state in its systems could not only be fragmented, but irrelevant to the needs of the society. It could be interpreted that the questioning of the relevancy of teaching Public Administration in a society that is undergoing transformational changes was or is based on the mystery of perspectives. The changes to the apartheid system implied that the politics of the new democratic government should impact transformationally on the teaching system of the discipline. It could also be argued that the theory of Public Administration in a specific country is

shaped by the politics of its state. For this reason, a non-integrated teaching approach that is solely restricted to Public Management could be interpreted as undermining the theory of Public Administration and of Political Science as its counterpart.

Although Goodnow is credited by Pfiffner and Presthus (1967: 4) for coining the phrase politics-administration dichotomy, Wilson (1887: 8 and 18), had taken the initiative by writing that administration lies outside the proper sphere of politics and that administrative questions are not political questions. He further separated constitutional aspects from administrative aspects, stating that a clear view of the difference between the province of constitutional law and administrative functions ought to leave no room for misperception. Public administration, as a detailed and systematic execution of public law and broad plans of governmental actions, is in essence administrative and not constitutional. Constitutions concern themselves with those instrumentalities of government which are to control general law. This implies that administrative questions were separated from political and constitutional questions. Morrow (1975: 2) acknowledges Wilson as the first author to discuss the necessity of separating politics from administration.

According to Ridley (1975:14-15), Political Science is an independent academic discipline. The justification for an independent discipline is to have a method to study a specified area. Political scientists have continued to use their own methods and skills to study the particular area. At this developmental stage, Public Administration was

required to unfold as an academic discipline in its own right and to develop its own methods and area of study.

The implication of the separation has resulted, according to Henry (1995: 23), in Public Administration receiving its first serious attention from scholars in American universities as a result of the “public service reform movement” that was taking place. During this period, Public Administration was already viewed as a separate discipline rather than a significant sub-field of Political Science. It was further noted that the separation also strengthened relations between “Public Administrationists” (academics) and public administrators (practitioners). Such a separation is beneficial to the question of the effectiveness of governmental activities. It facilitates clarification regarding politicians and administrators.

Wilson (1887: 18) comments that whilst politics sets the tasks for administration, it should not be allowed to manipulate the latter. Ramahlodi (1997:5) expresses his opinion on the question of dichotomy, taking into account the transformation of the South African Public Service. He states that once high profile political office bearers are appointed to the Public Service, they should relinquish their positions in their respective political parties. He confirms that in most successful democracies, a clear distinction is drawn between the political and administrative wings of government. While complementing each other and in essence being two sides of the same coin, they have distinct areas of competence. Henry (1995:23) argues that by the 1920 Public Administration was

beginning to become legitimate, as it was developing to the stage of a recognized field or focus of study.

The developmental stage of separating politics from administration has been equally significant in determining the activities of public administration and the field of study. It is this developmental stage that inspired Rosenbloom (1986: 4), as influenced by earlier writers such as Goodnow (1900: 25), to affirm that Public Administration is a field of study mainly concerned with the means of implementing political values and that it is an action part of the government. According to Barber (1983:1), the phrase “action part of the government” implies that it is the means by which purposes and goals are realised. The functions of public administration consist of the actions involved in effecting the intent or the desire of government. Hanekom and Thornhill (1983:44) argue that the dichotomy emphasises the locus of Public Administration. This simultaneously emphasizes the distinction between politics and administration.

2.5 Scientific management development stage

According to Heinze (1992: 5), one of many definitions of management science is that it is a scientific approach to making decisions in a managerial context. The term “scientific management” suggests that the concept concerns “science” and “management”. The scientific management stage in the development of Public Administration is defined as such because its dominant goal was the promotion of efficiency. Efficiency as a management standard emerged as policy solutions to public

debates became more complicated due to industrialization and urbanization. Scientific management accepted the politics-administration dichotomy as more practical than theoretical. The argument was that if administration could be de-politicized, it could also be subjected to scientific analysis (Morrow, 1980:34 -35). One reason for emphasizing the management approach is that administrative problems could be solved through scientific analysis or techniques designed to assist the administrators to calculate the effects of solutions and prepare proposals for reshaping public organizations in order to make them more responsive to technological change (McCurdy,1977:230).

This developmental stage of Public Administration poses two profound questions: whether Public Administration is a science or not, and whether Public Administration is synonymous with Public Management. The New Lexicon Webster's Dictionary of the English Language (1992:895) defines the term "science" as a technology based on training, as knowledge acquired by careful observation of the laws which govern changes and conditions by testing these deductions through experiment. (Differences between Public Administration and Public Management will be discussed in **chapter 5**.) The term "science" is not limited to metaphysical dogmas or principles (Meyer, 1957: 33). With regard to whether Public Administration is a science or not, it would be absurd to attach the term "scientific" to the functions discharged by all public officials employed to carry out public administration activities. However, to be able to perform the administrative work on a higher level, skill training is essential. It could, therefore, be argued that if the practice of public administration is scientifically grounded, the teaching of Public Administration should also be scientifically justified. The functions associated with

public administration can be made the subject of scientific research as most of them can be studied scientifically. The scientific teaching of Public Administration is not so advanced that it is possible to lay down principles which can claim full recognition of a true science (Meyer, 1957: 33). On the basis of this statement, it can be deduced that Public Administration is not comparable to natural sciences such as Physics and Chemistry. The New Lexicon Webster's Dictionary of the English Language (1990: 667) defines natural science as all sciences that are concerned with the physical world including physics, biology and chemistry.

Hodgson (1969:12) states that whether Public Administration is a science or not depends on the definition given to the term "science". According to Fritz (1946 : 34), the 1937-1938 science debates have caused most students of Public Administration to recast their notions of the discipline as a science of "principle". If by "science" one means only an organized body of knowledge, then the field of Public Administration could be regarded as a science. However, science is understood to mean the existence of a body of organized knowledge on the basis of which it is possible to find completely verified general principles of universal application. The study of Public Administration does not deserve such a characterisation as there are no general principles of universal application. In view of the fact that its fundamental postulates are a series of value judgements, Public Administration may not attain the same status as a natural science. However, learners of Public Administration should rather concentrate their efforts upon further developments in their selected field of study than to pursue science debates for the sake of debating. Among the prerequisites for such an advance study would appear to be a greater

recognition of the connection between underlying universal principles. The avoidance of formulae too simple to encompass the pertinent facts and the development of terminology in respect of all generalisation indicate the extent of their applicability and their limitations (Rowat,1961: 17).

The practice of public administration is to some extent an art, as an effective administrator requires a vision, knowledge of the theory of administration and communication skills. However, this provides no guarantee that an administrator will apply the vision and knowledge satisfactorily (Robbins,1984:15). The argument advanced by Hodgson (1969:11) is that it is an art, as the greatest success in administration depends not so much on an administrator's systematic knowledge of the field, but chiefly on his/her "touch" in relating with people. The fact that Public Administration does not deal with exactly predictable quantities as do the sciences of chemistry, physics and biology, qualifies it to be characterized as an art rather than a science. This is further attested by the fact that its postulates are not axioms or demonstrated principles, but value judgements; for example, it could be readily admitted that an excessive span of control is administratively undesirable, but the question of what is excessive can be resolved only by analysis (Hodgson, 1969:11-12). Although Hodgson (1969:11-12) indicated that Public Administration will never be an exact science, Gulick and Urwick (1937: 191) acknowledge this view and conversely refer to "Metallurgy" (a science of extracting metals from their ores and freeing them from impurities) which was considered an art for centuries before it became a pure science and commenced its development. The displacement at Technikon Southern Africa of the

knowledge and theory associated with Public Administration by a focus on management techniques could facilitate a more scientific approach. In accordance with the thought of Gulick and Urwick, Public Management is capable of revealing more characteristics of a pure science. Management techniques could then be transferred to learners through a skill training approach, as distinct from a broader educational approach. This study, however, argues that integration of the two approaches is desirable.

According to Taylor (1947:6), what “we are looking for, is the ready made, competent man, the man whom someone else has trained.” This implies that Taylor recognized the role of higher education institutions that are involved in education and training, e.g Technikon Southern Africa in training competent officials who could sell their expertise to the public sector. Taylor (1967: 6) envisaged that managers should be properly trained, as no unskilled worker can compete with highly skilled workers. Training is beneficial to both to the employer and the employees. The object of both workers and management should be the training and development of each individual in the establishment so that he/she can perform the highest quality of work for which his/her natural abilities fit. The essence of scientific management constitutes an element of careful selection of the workers and the method of training to help the employee to work according to scientific guidelines (Taylor, 1947:12 and 47). According to Klingner and Nalbandian (1985:233), managers endorse training programmes because they provide skills to the employees and enhance productivity, even though these benefits must be weighed against the loss of work time while the employees are being trained. Employees

need training because it increases their skills and competency to perform tasks related to their respective positions.

According to Henry (1995: 24), the **Principles of Public Administration** by Willoughby as published in 1927, was the second fully-fledged text book in the field of the study of Public Administration to promote the science debate. While Rowat (1961: 47) writes that the word “principle” signifies something fundamental. The New Lexicon Webster’s Dictionary of the English Language (1990:795) attests that a principle has a fundamental implication. In his book, Willoughby (1927: 242) argues that with the technical character of governmental activities and the corresponding increased demand for officers and employees having special qualifications necessary for their work, the question is posed as to whether special provision should not be made for the training of persons to fill specific classes of positions. In considering this question, a distinction should be made between the training for entrance into the public service and the training of the employees after they have entered the service. Accordingly, two kinds of training that have been identified: pre-entry training, and in-service training (Botes,1994:130). In-service training consists of training to give employees the knowledge and skills required to perform their functions (Cloete,1993:162). Such training, for the purposes of this discussion, could be offered either before someone enters the labour market or after employment. In the first case, training improves a potential worker’s marketability and in the second instance, increases potential for promotion.

It could be identified that the developmental stage of scientific management differs from Wilson's initial study of Administration. Wilson emphasises the question of the *study* of administration, while the scientific approach emphasises the need for the *training* of the workers to do a specific or desired kind of work.

According to Van Dyk et al. (1992: 147) define the concept education as follows: "Education is an activity that is aimed at developing knowledge, moral values and understanding required in all aspects of life rather than knowledge and skills related only to a limited field of study". However, Phenix (1958:13) defines education as a process central to the development of persons. This implies that Public Administration should provide knowledge of the functioning of public institutions and development of a person's ethical values within and outside public institutions. Glueck (1978: 366) defines training as a systematic process of altering the behaviour(s) and/or attitudes of employees in a desired direction to increase organisational goal achievement. This implies that the training of public officials should be aimed at changing diverse behaviour(s) of individuals to suit the behaviour required for efficient performances of their duties. The attitudes and behaviour of public officials have to be changed through training to obtain desirable attitudes and skills. It is interpreted that Wilson's Study of Administration and Taylor's scientific management laid down the foundation for both the teaching of Public Administration and of Public Management. An integrated teaching approach should be built upon Wilson's study of administration and Taylors' scientific management foundation. Such an integrated teaching approach should integrate both Wilson's argument for the study of administration and Taylor's

argument for training to the extent that both administration and management are considered in the teaching approach. An advantage of such integration could be that Public Administration education and Public Management training would be complementary to each other.

The general opinion after 1930 with reference to training for the public service was that there was a growing acceptance of the need for training (White,1955: 368). While Wilson's argument for the study of Administration primarily increases knowledge, Taylor's scientific management training aims at providing skills to employees. While making the distinction between Public Administration education and the training of officials, the interrelationships between the two concepts could be ignored. People act holistically as integrated beings whose knowledge and skills are interrelated and inseparable. The study of knowledge and skills can not be compartmentalised if it is to be effective (Watson, 1986: 5). Training shades into or intertwines with education at every level and in many diverse ways (Spiers,1975:122). This implies that the teaching of Public Administration education should be linked with the need for the training of officials. A further implication is that training of employees should not be conducted without providing basic Public Administration education. Integrated measures of the two components should be considered. This implies that conducting training programmes on management techniques in terms of the discussion to be advanced in **chapter 5** and ignoring the educational component of Public Administration could inhibit efforts to obtain efficient and effective employees in the public sector.

The African National Congress (1994: 60) envisages the development of an integrated system of education and training to address the development of knowledge and skills. This requirement could be satisfied by the integration of both education and training components. The educational component could in this case be provided through Public Administration while the training component could be provided through Public Management. According to Vil-Nkomo (1997: 10), a country like South Africa, which is faced with major policy changes and initiatives needs to confront its development with an approach which goes beyond training. Both education and training need to be emphasized in order to advance South Africa's public sector, although there is no agreement or set standard on the relative weightings which should be accorded to education and to training. Furthermore, the African National Congress (1995:10) stipulates that separation of education and training could contribute significantly, for example, to Public Management learners being under-educated, under-skilled and under-prepared for full participation in social, economic and civic life. The separation of education and training could be perpetuated if dichotomous teaching continues to be implemented. The legacy of separating education and training is addressed by the development of a national qualification framework in terms of which a much closer integration of education and training is desirable. The Department of Education in its Green Paper on Further Education and Training (1986: 6) states that one of the deficiencies of South Africa's Further Education and Training is the separation of education and training. Advanced training and education reflects rigid separation of academic and vocational education. This separation of education and training suggests rigid separation and disintegration of public management and public

administration and such separation narrows the teaching scope. A teaching approach which integrates Public Management and Public Administration is indeed required to integrate education and training. The scientific management era had a number of effects on public administration and in particular on economic and political development. The result of this development was that “efficiency” unfolded as an adjunct norm to counter neutrality. It laid the foundation for future consideration between the principles of orthodox administration and the enduring political traditions of substantive and procedural democracy (Morrow,1980: 36).

2.6. Objection to dichotomy

According to Riggs (1968:33), Political Science is capable of contributing a scientific understanding of Public Administration and the training of professional administrators. He argues that there is no discipline that can make the notable contribution which is needed to solve the identity crisis of Public Administration, other than Political Science. Political Science should lay the foundation for the professional study of Public Administration. Not only would it be fatal for the theory of Public Administration to remove itself from Political Science, but it would also be equally fatal for Political Science to permit Public Administration to be withdrawn from the discipline. Caiden (1971:38) argues that politics and administration cannot be separated, and that administration cannot be taken away from politics. Public officials are directly responsible to the political leadership. The sphere of administrative activities is governed by political principles, promises and expediency rather than academic theory

and scientific principles. The realm of public administration, the legislative aspects governing its operation, the distribution of functions among political institutions, the extent of public employment and policies governing financial and personnel administration are matters of heated political debate and compromises that are forever subjected to change as political fortunes shift.

Much of the work done with the assistance of Public Administration begins with Political Science concepts (Pfiffner and Presthus, 1967:11-12). According to Starling (1993: 35), administrative matters can seldom be separated from politics. Political Science, the biological parent and the mother discipline of Public Administration, has a profound effect on the character of the field. Public Administration was born in the house of Political Science and its very early establishment occurred in its back yard (Henry, 1995:34-35). The proposition that politics and administration are inseparable is an ambiguous one, true in some senses but untrue in others. However, the perspective of Craythorne (1993:12) is that because public administration exists within the total jurisdiction of a state, it must also move within a political dimension.

According to Miewald (1978:33), politics and administration cannot be divided into watertight compartments. The two functions are interrelated resulting, in continuous interactions between the political office-bearers and the appointed officials. A clear distinction between “pure” politics and “pure” administration is impossible. This is the case in modern society where public affairs tend to become so complex that decisions affecting the life of the community cannot be taken by politicians alone. They have to

rely to an increasing extent on the expert advice supplied by appointed officials. An appointed official has information and expertise at his/her disposal, placing him/her in a favorable position to exert influence on the politicians (Hanekom and Thornhill, 1983:156).

2.7 Synthesis

The teaching of Public Management at Technikon Southern Africa is not linked to Political Science. There is no study of Political Science within or outside the Programme Group: Public Management and Development. However, there is no doubt that the national, provincial and local political policies of the present government impact on the teaching of the discipline Public Management. It is not only a question of whether Public Management should be studied in conjunction with Political Science, but the question is based on the influences that the current South African political debates exert on the study.

As partners in distance teaching through Collaboration for Open Learning Institutes in Southern Africa (COLISA), the University of South Africa offers Political Science as an independent subject and it is an interactive discipline with Public Administration. Learners can optionally study Public Administration without Political Science, although it is advisable that Public Administration learners should include Political Science in their first year level of study. It can be argued that the dichotomy question is merely historical, and that Public Administration is a fully developed field of study which can

further develop separately from Political Science, although the two disciplines could be studied together. Nigro and Nigro (1980:7) argue that while links between Public Administration and Political Science exist, it remains clear that Public Administration is inter-discipline in the sense that it could be studied with other disciplines like Business Management. A rigid separation between administration and politics is fictional. Public Administration is a discipline related to Political Science and cannot be properly understood out of context. The teaching of Public Administration should take into account the broader political issues (Gladden, 1970:73). The political ideology of a particular country will always have a strong bearing on the teaching of Public Administration. This further implies that Public Administration is greatly influenced by political theories. It is related to Political Science because of the influence of from the political environment, but has an area of study that requires a specific focus.

Hanekom and Thornhill (1983:47) echo the debate by expressing their view that the rigid and dogmatic separation between politics and administration is historical. It is correct to identify the study of Public Administration as something that cannot be divorced from politics. Specific administrative functions, functional activities and auxiliary activities are identified as the subject matter of Public Administration as indicated in **chapter 4**. Technikon Southern Africa has changed its focus from Public Administration to Public Management. It is for this reason that specific concepts pertaining to the study of Public Management will be investigated in the subsequent chapters. The relevance of the specific administrative functions which are identified as components of the subject matter of Public Administration will also be questioned.

2.8 Conclusion

It is concluded that “The Study of Administration”, an article written by Wilson in 1887, serves as the foundation for the teaching of Public Administration. It should, however, be mentioned that Wilson introduced the “Study of Administration” in relation to the public sector. This means that the study of Public Administration developed on the basis of the need to study “Administration”. It should be realised that Wilson emphasized the word “study” and not “teaching” of Administration in his article. However, to ensure that the study takes place, support could be provided in the form of teaching.

Other developmental stages in the teaching of Public Administration as outlined above indicate that Public Administration had a long history of development. Such developments are of importance to the past, the present and the future. It could be feasible to predict the future of the teaching of Public Administration or describe the present teaching of Public Management at Technikon Southern Africa with relevant contextual understanding based on how previous developments unfolded. Each stage in the development of the discipline has contributed to its establishment as a discipline with a scientific base.

The politics/administration dichotomy stage of the development of the study of Public Administration delineated the boundaries between politics and administration. It is argued that the teaching of Public Management and Public Administration (**in an integrated sense**) should indeed be distinguished from politics, although the political

ingredients of the state should be integrated in the Public Management and Public Administration teaching system and not necessarily on its structural fabrics. The teaching of Public Management and Public Administration that excludes the political ingredients of the state from its systems could become irrelevant to the needs of society. It should be noted that politics and administration are inter-connected both in theory and in practice.

The scientific development stage outlined its intended achievements with regard to the question of training. It can be deduced that the scientific stage of the development of Public Administration differed from the original stage in “The Study of Administration” and the politics/administration dichotomy stage, although it has contributed equally to the entire development process. An aggregate conclusive analysis of these development stages of the teaching of Public Administration reflects that Wilson’s introduction to “The Study of Administration” represents the educational component, while Taylor’s scientific management represents the training component as argued in this chapter. An integrated teaching approach should be designed and developed on the premise of both Wilson’s study of administration and Taylor’s scientific management approach. Education and training are complementary. It is argued that Public Administration could provide knowledge while Public Management could provide skills. Both knowledge and skills should be integrated in the teaching. In the spirit of this discussion, an integrated approach to the teaching of Public Administration and Public Management could empower learners with both skills and knowledge. This means that a dichotomous and one-sided approach focussed on either Public Management or on Public Administration

would not provide both skills and knowledge. This suggests that the teaching of Public Management as the discipline is defined presently at technikons should include both Public Management and Public Administration to reflect the integration of both training and education.