Public Administration and Management as study domain

The relevance debate

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ABSTRACT

The applicative nature of Public Administration and Management (henceforth referred to as PAM) as a social science discipline is evident. Therefore it is generally maintained that this discipline's relevance revolves around the practical *solutions that it holds for challenges in governance. During PAM curriculation exercises at tertiary institutions, various questions are often posed. These include questions such as: To what extent does the discipline address the* real world *of governance? Does it adequately equip the prospective public manager for the demands associated with the executive arm of government? How can the theory-practice gap in tuition be bridged?*

Ultimately, the question remains: Is PAM's relevance only centred on its vocational nature, or should its relevance also be sought on a more fundamental, scientific level? If the only concern of PAM as applied science is providing applications to serve *government, are the following aspects not sacrificed: scientific knowledge creation, independent and critical engagement, and theory development?*

The purpose of this article is to explore the following avenues: the potential relevance of the discipline for society, the government as study domain and main employer, the university as educational service provider, and the student who desires value for money as well as prospects for future employment.

INTRODUCTION

In a tertiary environment that is resource-strained, financial concerns and capacity realities often dominate decision-making. Thus business principles of *cost-benefit* and quantitative performance models are increasingly being utilised. In light of this, the question is often asked what value certain disciplines can add. This *value-adding* dimension often revolves around the matter of relevance. From a cost-benefit point of view, for example, university management considers the number of enrolments in a study area to determine that area's viability. But such a one-dimensional view of relevance is often based on assumptions and perceptions of the *ideal-type* situation. In such an environment, the scholarly discourse

in Public Administration and Management (PAM)[1] often reflects these realities. Thus the question during discussions on curriculum development often focuses on the *theory-practice* dichotomy. The following questions may be posed: To what extent, for example, should PAM have a vocational focus? How popular is the discipline (i.e. financial viability)? Do proponents of the discipline really have to solve societal challenges? To what extent should the curriculum of PAM reflect these concerns? These and related questions set the parameters for a healthy discourse on the relevance of the discipline.

The purpose of this article is to reflect on the relevance of PAM, both as study field and as practice, for the student, the academic community, government, and ultimately for society in general. A framework for such reflection is proposed to facilitate further much-needed debate on this matter. It should be noted that it is not the intention of this article to judge or gauge the relevance of PAM. The aim is rather to set the parameters, and to identify guiding questions, which could frame the debate on the continued relevance of the discipline.

PUBLIC ADMINISTRATION AND MANAGEMENT AS DISCIPLINE

Since the formalisation of a body of knowledge that is associated with the study of the administration of the state, various attempts have been made to conceptualise and demarcate its boundaries, arguably with various degrees of success. Several writers have defined the scope of public administration in varying terms. Gullick and Urwick (1937), for example, sum up the scope of the subject with the letters of the word POSDCoRB which denote: Planning, Organisation, Staffing, Directing, Coordinating Reporting the Budgeting. Critics soon pointed out that the POSDCoRB activities depicted neither the whole of administration, nor even the most important part of it.

For Simon, Smithburg and Thompson (1950) public administration refers to the activities of the executive branches of government, including government corporations and specialised agencies. Corson and Harris (1963) accentuated the *action* part of government to operationalise its goals. As practice, public administration provides a number of welfare and social security services to the citizens. In the modern state, the scope of public administration should be interpreted as including aspects such as democratic citizenship, public interest, public policy, and services to society (Spicer 2005). In this respect, the definition offered by Nigro and Nigro (1989) reflects this wider scope, namely that public administration:

- is [a] co-operative group effort in a public setting;
- covers all three branches – executive, legislative, and judicial, and their inter-relationships;
- has an important role in the formulation of public policy and is thus a part of the political process;
- is different in significant ways from private administration; and
- is closely associated with numerous private groups and individuals in providing services to the community.

Moving closer to the knowledge base of studying the affairs of the state, Dwight Waldo (1956) focuses on the *art and science* of public administration. In the same vein, Dimock and

Dimock (1969:3, 11) add that Public Administration as study field is concerned with the *what* and *how* of government. In this sense the *what* refers to the subject matter, the technical knowledge of a field, whereas the *how* is concerned with the technique of administration and management. Each aspect is indispensable and together they form the synthesis called administration. Henry (1999:22) complements the discussion by stating that Public Administration is a "broad-ranging and amorphous combination of theory and practice; its purpose is to promote a superior understanding of government and its relationship with the society it governs, as well as to encourage public policies more responsive to social needs and to institute managerial practices attuned to effectiveness, efficiency and the deeper human requisites of the citizenry." PAM reflects on the administrative activities of the government, the focus being especially on public bureaucracy. Broadly speaking, PAM, and subsequent paradigmatic developments such as New Public Administration, New Public Management, and Public Governance, embrace the study of all the activities of the government (*see* Mandell 1990).

As far as the teaching of PAM is concerned, Tijssen (2010:1842-1852) distinguishes basic research and applied research. According to Tijssen within the applied branch of science, disciplines have a strong focus on the application of knowledge. Thus, disciplines are concerned with the *usefulness* or *relevance* of knowledge generated (also *see* Keen 1980; Denning 1989). Sarantakos (1993:17) proposes that a *value-chain* should exist between knowledge production (KP) and knowledge utilisation (KU). This value-chain should facilitate the *transferability* of knowledge to maintain its relevance (Denzin and Lincoln 1985:57; Gibbons *et al.* 1994:56). Also De Vos *et al.* (2005:109) explain that in the genre of applied research, *intervention* research should aim to provide solutions for practical problems.

The idea of relevance in PAM is generally connected to a sense that academics should be producing knowledge which will capacitate and guide public administration practitioners. Such a focus on practice (vocational focus) is often viewed as a core trade-off of research that builds theory and/or is methodologically rigorous (Diesing 1991). To be accessible, research regarded as relevant may be based on *best practice* rather than grounded in academic theories or sophisticated methodology (Lynn, Heinrich and Hill 2001). However, according to Herbert Simon (1998:2), PAM consists of two important aspects, namely "deciding things and doing things". The first aspect provides the basis for the second one. It is not possible to conceive of any discipline without thinking (theorising) or deciding. Thus, PAM is a broad-ranging and an amorphous combination of theory and practice.

TOWARDS A RELEVANCE FRAMEWORK

In order to help explore the relevance debate a particular classification framework is required. For purposes of the discussion in this article the following framework is suggested comprising the following forms of relevance: contextual (socio-economic and political), institutional (university and government), and disciplinary (theoretical/teaching) relevance. It should be noted that these *types* of relevance simply provide an artificial framework to frame the debate. These relevancies are highly interrelated and deeply interdependent (e.g. contextual factors influencing institutional and disciplinary relevance). Therefore, it is virtually impossible to distinguish clearly between such types of relevancies.

Contextual relevance

With the emergence of the so-called *Administrative State*, public administration has become an essential part of society and a dominant factor in producing successes or failures of government (*see* Ostrom 1990; Spicer 2001). According to Wilson (1887:198) the administration entails the most conspicuous part of government; it is *government in action*, the *operative* and the *most visible* side of government. Donham (in Ejiofor 1981:140) defines the role of public administration in much stronger terms: "If our civilization fails, it will be mainly because of a breakdown of administration." To this Appleby (1947:94) adds that the administration forms the basis of government and points out that no government can exist without administration.

Recently, the functions of public administration have expanded rapidly in scope and nature. Due to factors such as population growth, urbanisation, industrialisation and rapid advancement in technology, the functions of public administration are increasing continually. Such functions include essential services such as health, education, water provisioning, sanitation, and security. The increase in the number of functions undertaken by the government requires highly competent and professional staff. According to Caiden (1971:54) public administration has assumed the following crucial roles in contemporary society:

- preservation of polity;
- maintenance of stability and order;
- institutionalisation of socio-economic changes;
- management of large-scale commercial services;
- ensuring growth and economic development;
- protection of the weaker sections of society;
- formation of public opinion; and
- influencing public policies.

Based on these roles, potential *answers* could be sought to the question of relevance. For example, if the state's administration succeeds in fulfilling these roles and responsibilities adequately, such an administration could be deemed relevant. Furthermore, if the teaching of PAM reflects these roles and responsibilities, and prospective public officials are successfully prepared to perform these actions, it could also confirm the relevance of PAM as a discipline.

The question is, however, whether these roles and responsibilities are generic and applicable worldwide. Some would argue, for example, that public administration is more relevant in developing countries than in highly industrialised countries. Literature on this matter does suggest that public administration enjoys a *special status* in developing countries (*see* Ejiofor 1981:72; Castells 1992; Farazmand 1999:511; Ouwaseji 2009:216). With the advent of the *developmental state*, and *developmental local government* as in the case of South Africa, such countries rely heavily on the government for rapid socio-economic development and growth by means of more direct state intervention. This requires a public administration with a high-capacity that is well-organised, effective, and productive. In this context it goes without saying that public administration does not only form the operative facet, but also makes up the most obvious part of the government (Peters 1988). In this sense public administration is government in action and occupies a significant place, not merely as

an instrument of governance, but also as an important mechanism to preserve and promote the welfare of society as a whole.

There seems to be general consensus that the successful operationalisation of goals, typically linked to a developmental state, are dependent on competent public managers to lead the development agenda of the state (McLennan and Munslow 2009:19). In this regard, Henry (1999:21) argues that the effectiveness and efficiency in government's management of such a developmental state indeed can be enhanced by the study of PAM. Baloyi (2010) argues, for example, as follows: "South Africa's public sector senior managers are not excluded from this primary, developmental state's characteristic. Public managers serve the administrative bureaucracy as the machinery of a developmental state." As such, particular levels of strategic knowledge, skills, and competencies expected of public managers are necessary to drive the service development agenda (Marwala 2006:3; Gumede 2007:51).

Recent research data indicate a wide range of issues that confront the South African government. This research includes media reports, research projects and official reports, including those of the Human Sciences Research Council (HSRC), the Department for Cooperative Governance (COG), and the South African Local Government Association (SALGA). The question rightly can be asked as to the specific contributions that PAM could make in this regard. The contributions (i.e. relevance) that PAM can make in improving networking with various actors in governance and enhancing the capacity of service delivery are indeed endless. Nevertheless, the following specific contributions can be highlighted:

- Liability and responsiveness – focus on management liability (especially in the context of resource utilisation), political and public accountability, financial accountability and service liability.
- The establishment of professional and ethical standards regarding responsive ways in which government should react to societal needs.
- Strengthening the capacity of local government as sustainable service-delivery and developmental agencies, as well as being facilitators for local democracy.
- The implementation of integrated performance management and monitoring systems, as well as evaluation systems, based on scientific principles and accurate and relevant information in order to facilitate on-going processes and systems improvements.

As far as contextual relevance is concerned, the conclusion can be made that PAM is indispensable in especially the context of a modern, administrative and developmental state like South Africa. Thus PAM can be accepted as a highly relevant tool to foster the development of a competent and professional public administration.

Institutional relevance

The following form of relevance that needs to be examined is the extent to which the PAM curriculum is applicable to institutions in society. In terms of institutional relevance, two important perspectives are applicable, namely a tertiary institutional focus and a public service focus. The relevance of PAM in this sense should be explored in terms of its relevance in addressing the needs, challenges and realities of the public service, as well as those of the university as tertiary service provider.

In light of societal changes towards postmodern conditions and globalisation (Farazmand 1999; Bogason 2001; Miller 2002), some common challenges confront all tertiary institutions (Smith and Webster 1997). These challenges fundamentally concern the teaching of PAM within tertiary institutions. Such challenges relate to the conceptualisation of PAM as subject domain, the interrelationship between the study field and practice, teaching PAM in a globalising world, the adequacy of existing theories and the need for university academics to reach out "beyond their ivory towers" (Smith and Webster 1997).

In the transformation agenda of the government of the day there is a lively discourse on the role of universities in society. The question is whether universities are instruments of the state, or seats of independent and critical thinking (*see* Derrida 2002:205). The role of universities in the system of government within the country is also under consideration. Related questions are:

- To what extent should universities contribute to issues of national development, the political economy of the state and even globalisation?
- To what extent do the vision and mission statements of universities reflect the broader societal needs and in what way do they stimulate critical thinking, analytical skills, as well as provide a value system that are communicated to students?
- Should tertiary education be available only to those who can afford it (which amounts to elitism) or should access to higher education be a right that the state should facilitate through the so-called *massification* of education?

Furthermore, the autonomy of universities has increasingly been looked at more critically, particularly in relation to endeavours to regulate and standardise teaching programmes in the national sphere. In this regard, instruments such as the South African Qualification Authority (SAQA), the National Qualifications Framework (NQF), and Sector Education and Training Authorities (SETAs) facilitate standardisation in the tertiary sector.

It could be argued that universities gain particular relevance because of the following aspects of their curriculum:

- academic programmes with appropriate content for the development of the person as a whole, as well as preparation for the world of work;
- the value and relevance of research undertaken and of published reports, conference papers and articles;
- internationalisation through co-operation and exchange agreements;
- the expertise of staff: *inter alia* rated researchers, media profile;
- graduate research: focusing on themes relevant to the society;
- the establishment of centres of excellence in specialist areas;
- capacity building and short learning skills programmes; and
- community service projects.

For PAM to remain relevant as far as the above-mentioned activities are concerned, requires continuous adjustment, change and transformation. In this regard Kraak (2000:89-92) demonstrates convincingly how universities in South Africa have been entering new *modes* of tuition. He (Kraak) explains that universities are rapidly moving away from more traditional forms of knowledge production and tuition (Mode 1) to a more entrepreneurial and skills-driven mode (Mode 2). This idea is in line with the nature of what Gibbons *et al.*

(1994:vi) refer to as *Modes 1 and 2* research (see Table 1). Aimed at developing conceptual and universal laws, Mode 1 type knowledge is generated within a disciplinary, primarily cognitive context and is thus *decontextualised* knowledge. Interactive research, as a form of Mode 2 knowledge, is, in contrast, *contextualised* knowledge. Action and theory are produced, tested and reformulated at the same time. The purpose of interactive research is to reflect on practical situations, as well as to understand the theories and to master the repertoires, in order to deal with these situations.

Table 1: Modes of research

Mode 1	Mode 2
Disciplinary knowledge	Trans-disciplinary knowledge
Defines (social) laws and (statistical) relationships. Is it analytically correct?	Defines action repertoires for practice. Does it work?
Hierarchical and timeless	Heterarchical and transient
Quality control takes place from a theoretical and conceptual perspective	Quality control takes place through collaboration of practitioners and researchers
Problems are set by academic interests	Problems are derived from the context of application

Source Gibbons *et al.* (1994: vii).

It could be argued that PAM's relevance is potentially influenced by the Mode 1 nature of research, which is conducted within universities that increasingly function in Mode 2. PAM knowledge can be used by practitioners to frame problems, evaluate options for appropriate action and identify conditions for successful implementation. Furthermore, mismatches between theory and practice may result from weak or inappropriate dissemination of research, or the absence of structural and personal interfaces between the two communities (Schön 1983). The weak reception and application of PAM theory in practice suggests that the community of PAM academics may still be producing knowledge of which the legitimacy and usefulness is questionable. The practical relevance of Mode 2 research does not necessarily imply that Mode 1 should be abandoned. Rather, one should explore the possibilities of a synthesis of both modes. In order to do so, more Mode 2 research should be considered. Especially grounded theory and reflective framing are suggested types of research for the enhancement of Mode 2.

A further point with respect to institutional (public service) relevance is to consider the extent to which PAM's values, intentions and interventions are reflected in the public service. In this regard, Vil-Nkomo (1998:132) argues that academics involved in PAM have a great responsibility to make a contribution towards the effective functioning of the South African Public Service. He suggests that academics should support the state with appropriate and innovative research, the production of cutting-edge knowledge, and suggestions for the improvement of service delivery.

On a pragmatic level, the core of the relevance discourse deals with the way in which the knowledge domain of PAM promotes the socio-political and developmental agenda of the government of the day. For example, the question should be asked as to which

kind of knowledge, skills and behaviour are appropriate for public officials to facilitate a developmental state and to adhere to the principles contained in Article 195 of the *Constitution of the Republic of South Africa*, 1996. On a more theoretical level, the relevance discourse should be guided by the following topics: an apparent duality between theory and practice, the issue of political *neutrality* and the dichotomy between administration and politics. These theoretical considerations are often intertwined in the mixture of ideological dynamics and the socio-economic transformation agenda of Government.

From the brief orientation above it is evident that PAM is highly relevant for both the public service as well as academic offerings in tertiary institutions. It is further clear that to remain relevant, PAM should embrace Mode 2 types of research, but with due cognisance of the need for the development of theory and the production of academic knowledge that is relevant.

A relevant discipline

In his 1939 publication, Robert Lynd posed the question, "Knowledge for what?" This centred the debate on the benefits of knowledge creation and studying. On a more fundamental level it could be argued that study leads to the development of the person as a whole. Such studies also help adherents to make sense of the environment and of the dynamic interactions and events that take place therein. There is, however, certainly a more pragmatic answer to this question, namely for the student to acquire a job. This raises another question: Is it safe to assume that from a perspective of being a relevant discipline, the more likely it is for students to get employment with a qualification in PAM, the more relevant PAM seems to be?

A discourse on the relevance of the discipline could be guided by questions such as:
- What theories and models of PAM could inform the knowledge domain of governance meaningfully?
- To what extent does this study field prepare students for a career in the public sector?
- How can students' vocational preparation be balanced with the need to acquire the following basic skills: to argue critically, conduct cutting-edge research and to analyse findings? These skills help to facilitate the production of knowledge and development of theory.

For Jreisat (1975:665), Bogason and Brans (2008:84-97), as well as Holzer and Kasymova (2012:163) the relevance of PAM as a discipline lies in the application of theories and models to make sense of the environment and governance-related phenomena, and to prepare students *to think about things*. This view thus strongly supports balance (practice together with theory). A review of the year-books of seven universities in South Africa with the largest PAM offerings, claim without exception that their programmes strike a balance between theory and practice. The vocational emphasis is also quite apparent. But striking this balance is hampered by a variety of factors. Some of these factors include the lack of interaction and networking between academics from different universities, both nationally and internationally. The relative inaccessibility of academia working in silos contributes to this lack of interaction. Nalebuff and Brandenburger (1996), for example, state that the lack of *co-opetition* (competition-cum-co-operation) and lack of *joined-up* capabilities of the

academia significantly impede cooperation between universities. Furthermore, there exists limited interaction between academics and practitioners. The research agenda of academics is often challenged and this leads to the politicisation of research findings. In addition, the results of postgraduate studies are rarely disseminated in the public service. In order to increase the relevance of PAM, these and other matters should be addressed.

From the perspective of social sciences, administration is viewed as a cooperative and social activity. Hence the concern of academic inquiry would be to understand the impact of government policies and operations on society. Various questions arise in this regard:

- What kind of society do the policies envisage?
- To what extent is administrative action non-discriminatory?
- How is public administration functioning?
- What are the immediate and the long-term effects of governmental action on the social structure, the economy and polity?

These and related questions require careful analysis to comprehend the potential relevance of the discipline. If focus is only placed on practical relevance, the academic relevance of the discipline may be neglected and soon the discourse will become shallow. Scholars will not learn *inter alia* how to engage critically with issues, critique theoretical vantage points, analyse societal challenges, explore new innovative ways.

Although various issues may impact on the potential relevance of PAM as discipline, only some of the most significant ones in the South African context are highlighted below.

- *Talking "SAQA-ish":* It could be argued that the outcomes-based approach introduced in 1998 in South Africa significantly influenced the way academic programmes have been structured and also taught to students. Based on guidelines of the South African Qualification Authority's (SAQA) the mere emphasis that is placed on module outcomes (i.e. "At the end of this module students should be able to …") implies vocational and practical application. In the process skills such as critical thinking, reflection, and analysis were (and still are) potentially sacrificed.
- *Migration to Business Sciences/Administration:* The trend evident in South African universities is that PAM migrated from faculties of Social Sciences, Humanities or Basic Sciences to Business or Economic and Management Sciences. This may improve the relevance of PAM from the point of view of its application, but may also influence its theoretical relevance (as social science).
- *Traditional teaching methodology:* Due to limited career possibilities the majority of current students are arguably not as interested in the pursuit of knowledge as in searching for employment. Academics usually teach the way they were taught and in the process they create *mini-me's*. Traditional modes and methods of teaching rarely make provision for work-based or work-simulated experiential teaching, case studies, and reality-based tuition. Open source, online databases, and internet-based technologies such as Twitter, Wiki, Facebook and YouTube, bring knowledge closer to the students, make it more accessible, and make participation in knowledge creation easier. It is expected that by 2020 as many as 98% of all universities will provide *blended*, *mix-mode* or so-called *Blue-Sky* learning (*see* Frissen 1999). If PAM could adopt these tuition practices and adapt its curriculum to these demands, the relevance of this discipline could be improved significantly.

- *Third stream income generation:* Due to dwindling subsidies and diminishing government support to universities, it has become increasingly important to generate income by means of short learning programmes and contract research. Applied study domains like Project Management, Monitoring and Evaluation (M&E), Financial Management and Human Resource Management are in great demand. In contrast foundational perspectives on issues such as the developmental state, the interventionist role of the state, neo-liberalism, and Habermas's Marxist theories are virtually non-existent. This lack of meta-theoretical vantage points could make the discipline even more irrelevant for future careers in academia, public administration, and for addressing pressing issues in society. Although exposure to real world conditions and demands surely improve the relevance of the discipline, if it is not managed properly, PAM could lead to even less theory building further. Academics may increasingly think like consultants, rather than thinking about thinking.

- *Curriculation and demarcation of the study domain:* There are several partly overlapping, partly competing ways of understanding what the PAM curriculum teaches and researches. This point could be illustrated by considering the contents of various textbooks and study guides in PAM. Some universities have more traditional generic curricula whilst others have developed specialist niche areas. Thus, efforts can be seen to reconstruct generic theory about various forms of Public Administration. In this respect it may be time for a *Mount Grace III* discussion on the state of the discipline. Such a discussion should attempt to interpret international trends such as new network forms of governance, and to reframe and demarcate the study field in order to identify potential niche areas (e.g. Environmental Management, Monitoring and Evaluation (M&E), Project Management, Disaster Management. Such a discussion will also help to reflect on the potential influence of trans-disciplinarity on the study field of PAM.

- *Research methodology:* Students generally adopt the *known* method of the supervisor. In Sociology and Anthropology for example, ethnography is favoured. In PAM, however, academics are confronted with various types of studies which demand a wide variety of designs and methods. PAM research should be enriched with foundational epistemology, ontology, as well as more rigorous scientific methods and critical engagement. A focus on technical competence (e.g. how to structure a research proposal) should be supplemented with conceptual competencies in the discipline.

- *Maturity of the South African Public Service:* PAM academics have to contend with issues from the past as well as the condition of the state as far as the maturity of the democracy, transformation of the Public Service, and the trajectory of the developmental state are concerned. The result of this is that academics tend to focus on the immediate needs – the *quick wins* – of public service training. Universities in general and PAM academics in particular are constantly in *fire-fighting* mode to address pressing demands. The academics in more developed countries have the luxury to concentrate on theory-building, as well as testing endeavours, whilst South African academics' current focus is just to post people in jobs where they can make a difference to service delivery. The relative high staff-turnover in public institutions creates a continuous demand for training.

The environment is also highly dynamic, generating new demands and statutory imperatives. Thus institutions focus on becoming compliant as soon as possible. To remain relevant in this context PAM academics tend to react to challenges – to follow legislation, issues, developments in the Public Service and to adjust curricula accordingly. To remain relevant, however, PAM academics in South Africa should move from a reactive stance to a more pro-active position. They should lead development through new ideas and best practices based on international experiences. They should be able to test, refine and build a new PAM theory from which an applicable practice can flow.

CONCLUDING REMARKS

This article aimed to contribute to the discourse within PAM on the relevancy of PAM. The relevance debate was conducted from different angles, namely a contextual and institutional angle, as well as PAM viewed as a discipline. It was argued that PAM could, without sacrificing or forfeiting its neutrality, make a significant contribution to the socio-political and developmental agenda in South Africa.

It is rather unlikely that total consensus will be reached about the relevance of the study domain. One has to accept that it is an inherent part of the multidimensional nature of the discipline. The relevance of PAM probably lies in striking the right balance between application and theory development. On the one hand PAM should expose students to real-life managerial challenges and give them the necessary tools to implement policy successfully. On the other hand it should also expose PAM students to critical thinking and empower them to engage governance and societal challenges, to propose theoretical solutions, and build new theory. In this way, students will not only be able to answer the *how* question, but also the *why* question.

In this regard, the ancient Greek philosopher Aristotle argued for *equilibrium* in society, for *checks and balances*, for arguments and counter-arguments. He maintained that without such balanced perspective the stability in society cannot be sustained. To facilitate such equilibrium, students of PAM should be able to appreciate the pros and cons, short-, medium-and long-term consequences, as well as actions of and reactions to governmental practices. In addition they should consider Eurocentric and Afrocentric models, as well as competing ideologies within society. To remain relevant, students in PAM furthermore should appreciate political dynamics within the state in terms of the policies of conservatism, nationalism, liberalism, radicalism, socialism and Marxism. Students should also be able to balance the need for the development of infrastructure in order to achieve economic growth with the possible consequences associated with development, such as water, soil and air pollution. Other matters include how the need for land reform should be balanced with private ownership and food security, and how state intervention in the economy should be balanced with a free market system.

Students should furthermore be able to conduct *bureaucracy pathology* referring to the detailed analysis of patterns and behaviours that lead to dysfunctional public institutions. The teaching of PAM should also enable students to understand the reasons for low organisational performance and make recommendations for the implementation of interventions to improve governance. As such, students of PAM will remain in high

demand and be at the forefront of creating a better future for coming generations in South Africa and globally.

NOTE

1   For purposes of this article the author has chosen to refer to the root or original name of the discipline, but it should be seen as being inclusive of more recent paradigms such as New Public Management, Public Governance and Network Governance.

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