

Understanding Svara thought on Leadership by Top Administrators in a Changing World New Challenges in Political-Administrative Relations

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A. Introduction

Recently, administrators- in terms of leadership should become adapters who continuously adjust in the fluid environment in which they work as to fill their leadership responsibilities. It is very important to realistically grasp the status of administrators during each of these periods to have better understanding on how their circumstances are changing now. The future role will be different and complex, but there are always positive aspects of the change as well as negative ones.

The focus of Svara writing is on top career administrators—local government CEOs and permanent secretaries in Europe and city/county managers and senior executives in the United States—who relate closely with top politicians (both top elected officials and political appointees) on the one hand, and the organization they more or less direct on the other. This condition can be seen as a way that could be the same or different if this compare to other countries, especially in Developing countries.

There are so many challenges faced by administrators when they doing their duties. We are also aware of dichotomies between their roles in terms of political and administrative relations. It could be fruitful to find the harmonize way to manage this two relations. By understanding Svara writing and expanding by other writers, hopefully leadership a a changing world will be in a benefit way.

This article want to have better understanding of what Svara writing on Leadership at the top administrators in term of political and administrative relations

B. Transformation of the Status of Administrators

There are conditions that influence the status of administrator from a large role on organizing activities to transform to the condition that they have to cope with politicians and the public. This phenomena come to surface do to the increasing democratic wave. Due to this challenges, administrator should play with the smart strategy.

The Aspiring Administrator

Svara argued that in the nineteenth century witnessed the emergence of public administration distinguishable from other centers of organized political power and able to function with some autonomy. Administrators during this period aspired to take on a larger role. Further, Svara cited Richard Stillman (1997) writing on Modern Public Administration Review entitled “American vs. European Public Administration: Does Public Administration Make the State, or Does the State Make Public Administration?” that In Europe, administrators who were already well organized in an administrative state separated themselves from the monarch and began to have direct interaction with politicians and the public as democratic institutions developed (Stillman, 1997). From now on, we should aware that administrators have been facing so many challenges. They have to understand which one are their definite roles and others.

In the United States, administrative organization gradually became more formalized. Administrators were distinguished from politicians and given some protections and began to develop independent status. There were also the initial efforts to figure out the relationship administrators should have with politicians. So in modern life, administrators should find a way of their roles in one hand and understanding other roles beyond them.

A. Thessin and Clayton (2003) did research to find how administrators can cope with the current situations of their roles. They suggest that leadership internship is a significant way to make administrators do their job well.

They suggest that internship for administrators will give best preparation and experience for them to play their roles. Their research suggests that full-time practicing in administrative way, in which aspiring educational leaders are relieved of classroom responsibilities and mentored by an expert principal, are most likely to provide interns with the leadership experiences they need While full-time administrative internships may offer the best preparatory experiences for aspiring leaders, most trainee require a salary, and there is a lack of funding to support this type of full-time internship for all aspiring leaders. In

light of these circumstances, it is critical to prioritize the identification of essential skills and experiences that aspiring administrators must gain during the internship experience. Internship in a fulltime way can increase the administrator capabilities, however there are barriers to continue the program due to the lack of salary for the trainee administrators. Further this research found that current administrators referred to the need for aspiring administrators to participate in and lead varied experiences by working with different mentors in diverse settings. Even those who completed their internships with mentors who knew them well, and trusted them with significant amounts of leadership responsibility, indicated that they were not quite as prepared in all aspects of leadership as they might have been had they had more varied experiences.

One administrator cited her lack of exposure to and preparation to deal with issues of discipline due to the lack of these challenges at her school, and another alumnus suggested that the insular nature of many districts prevents aspiring administrators from being exposed to new ideas and strategies. Another alumnus suggested that he might have learned more and gained additional new skills if he had been encouraged to complete his administrative internship in a new district setting, rather than in his own district. It is very important for the organization at top level to have education and training by using internship model. However it is not at once program, administrators should have continuous training for enhancing their capabilities. The importance of the internship experience, through which aspiring administrators have the chance to apply theory to practice in daily experiences, remains paramount. The internship becomes even more critical when aspiring leaders have not had part-time leadership experiences as teachers, which alumni cited as critical to gaining skills for administration.

The Assured Administrator

According to Goodnow (1900) in his work "Politics and Administration". New York: Macmillan cited by Svara, "The twentieth was the century of the increasingly "assured" administrator conveyed a sense of certainty about the functions of administrators, although he was still unsure about how to specify the relationship between administrators and elected executives that spanned the political and the administrative sphere. Goodnow (1990) mentioned that administrators have specific ways for implementing their roles face to face with elected officials who has political roles in terms of democracy. However, in practice this is very difficult to separate the roles between politics and administration.

Further Svara mentioned by citing Gerth and Mills (1946) work that “Weber examined the accumulated power of administrative organizations and provided the rationale for a new model of administrative organization that increased the competence, capacity, and independence of bureaucracy. According to Overeem (2005), “Weber feared that administrators would overwhelm politicians with their power. He sought ways to keep administrators out of policy to allay this danger. There are different views between Gert and Mills and Weber. One gives a reason that there are separations role between administrators and politicians, and overwhelm situations as a fear of the other. The differing perspectives of Goodnow and Weber set the tone for enduring divergent perspectives in the United States and Europe. In the United States, there is a lingering concern among professional administrators and some academics that public administration is a fragile institution at risk of corruption or marginalization by political forces, and this concern is periodically confirmed by experience. In Europe, there is deep-seated concern about the danger of civil service rule. The situation occurred by the pervasive power exercised by agents of the nation-state or now the supranational state.

Changes within the Era of Assurance

In the second half of the century, the governmental process was opened up without diminishing the position of the top administrator. One should not overstate the discontinuity between the pre–World War II period and changes that would come later (Lynn 2001). Svara said in his other writing that “Professional values rooted in advancing the public interest were well established before the rethinking that occurred in the turbulent sixties and the New Public Administration (Svara 2001). Even Denhardt and Denhardt (2000) argument cited by Svara proposed “Building on the strong position in their relationship with politicians, top administrators were moving toward a redefinition of other key relationships with new emphasis on democratic citizenship, models of community, and organizational humanism Svara (1999) writing on US City Government said that “Typically the top administrators who work with elected executive rate their own influence as lower than the mayors, but still they consider their influence to be substantial. This situation can also be found in Indonesia local government. In fact, Administrators has a huge influence in terms of managing local government. They know well of everything regarding almost all aspect of government activities. However, politically they are in a lower rate as oppose to executive of elected officials.

C. Models of Political-Administrative Relations

Svara (2006) stated that there are the characteristics of the four models based on the extent of a hierarchical relationship and the relative distinctness of officials can be specified as follows:

Separate Roles: Clear subordination of administrators to politicians and separate roles and norms.

- 1 . *Autonomous Administrator*: Equal or greater influence for administrators that extends to the policy sphere.
- 2 . *Responsive Administrator*: Subordination of administrators to politicians and dominance of political norms over administrative norms.
- 3 . *Overlapping Roles*: Reciprocal influence between elected officials and administrators and shared roles with elected officials.

In parctice, Svara (2006) in his other writing stated that the interactions of politicians and administrators have these characteristics that have been observed in his previous studies. He explained that there are eight characteristics in understanding the realtion between administrators and politicians. Those eight characteristics are composed below:

1. Politicians and administrators maintain distinct perspectives based on their unique values and the differences in their formal position.
2. Politicians and administrators are primarily involved in distinct functions: politicians in policy making and constituent relations; administrators in implementation, service delivery, and management. There are partially overlapping functions as politicians provide political oversight of administration, examining both particular cases as well as general patterns of performance, and administrators are involved in the formulation of public policy and shape policy through the exercise of discretion in the mplementation of policy.
3. There is interdependency and reciprocal influence between politicians and administrators.
4. Administrators support the law, respect political supremacy, maintain political neutrality, and acknowledge the need for accountability.

5. Administrators are responsible for serving the public and supporting the democratic process.
6. Administrators are independent with a commitment to professional values and competence, and they are loyal to the mission of their agency.
7. Administrators are honest in their dealings with politicians, seek to promote the broadest conception of the public interest, and act in an ethically grounded way.
8. Politicians respect the contribution of professional administrators and the integrity of the administrative process. Administrators encourage politicians to fulfill their responsibilities.

Explanation given by Fabio and Fransesca in terms of the citizen roles in service quality can give more understanding on the relation between the two. We can find differences handle by politicians in one hand and Administration in another one. These differences exist in three main issues:

1. the relative importance of citizens as sources of inputs to improve public service quality,
2. the objectives of citizens' involvement and
3. the structure of citizens' preferences.

Generally we can find that, the managerial component of the municipality is less oriented to citizens' involvement than to elected members. For this reason there are at least two suitable explanations. Firstly, public administrators could think that an increase in citizens' participations implies a higher workload for the employees of the municipality (e.g. more time and effort to collect data from citizens). If the situation existed is municipal resource constraints the administrators could be reluctant to enhance the level of citizen involvement. Secondly, administrators understand that citizens involvement in government issues could be a fruitful way to increase citizens' trust and participation, but they also assume that citizens involvement by way of information and suggestions collected from citizens could reduce their decision-making power.

Further, Svava (1999) has given complementary model of politics and administration as modified as follow:

Administrators have a deep commitment to support elected officials and the democratic process. Public administrators support elected officials and citizens in defining and accomplishing their goals for collective action and their constitutional purposes. Administrative support for the realization of democratic principles is essential: Administrative procedural machinery is much more than a tool for the implementation of a political ideology. Administrators are committed to obey the law Administrators respect the control of elected officials A necessary component of support for democracy and respect for political authority is neutrality in dealings with elected officials and politicians. Administrators exercise discretion based on their own expertise and judgment Administrators are committed to being responsive to the public-to be "intimately connected with popular thought" Administrators seek to ensure that all interests are heard by fostering the organization of the unorganized Administrators expect that elected officials will respect the need for administrators to be insulated from direct intervention by elected officials and elements of the public in making specific administrative and management decisions Administrators should maintain distinct roles based on their unique perspectives and values, scientific and knowledgeable, independent and honest in their dealings with elected officials Administrators aware of ethical obligations and draw on many sources for ethical guidance, including honesty, commitment to the public interest, integrity, the "inner check," equity, enlightenment, fair mindedness, impartiality, neutrality regarding party, responsibility and accountability for actions, professionalism/responsibility to the fellowship of science, administrative self-regulation, respect for political supremacy, and commitment to democracy	There is interdependency and reciprocal influence between elected officials and administrators in policy making Only a working partnership between professionals and politicians can supply both the knowledge and the push for the creative adaptations in policy needed in a society in flux Elected officials exercise "constant and comprehensive supervision" of administration and consider citizens' appeals of administrative decisions Elected officials and administrators should establish a "working arrangement" to ensure a "proper equilibrium" without "meddlesome" encroachment
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Then, we can explain between administrators and politicians by a classification of the types of mutual relationship perceived. Specifically, according to Liguori, Mariannunziata; Sicilia, Mariafrancesca; Steccolini, Ileana ,2009, there are four possible patterns emerge as follow:

Confusion - when the interviewee signaled a trespass into the activities that would be expected under the responsibility of the other role (e.g. politicians are expected to take decisions about departmental strategies, while managers are expected to carry out activities in order to reach such objectives).

Reciprocal integration - when politicians and managers work together by arranging *ad hoc* meetings and brainstorming for adopting decision related to the whole accounting cycle.

Sequential integration - when politicians and managers work together, but by sequential and separated steps (e.g. managers and politicians don't work together but they are responsible for specific phases of the accounting cycle and exchange information at the end of each step).

Separation - when politicians and managers carry out their activities autonomously (e.g. politicians are the ones taking strategic decisions, while managers have only a technical support role).

Svara, and; Overeem, 2006, in . Administrative Theory & Praxis, has given argument on the dichotomy between administration and politicians. They said that the idea of the politics-administration dichotomy has had a strange history in public administration. The idea expands and contracts, rises and falls, but never seems to go away. This meant that dichotomy between them is not in a stable condition. It is like a rubber that flexible to the influence and interaction between them and also the environment as the general system of organization such as government.

Further Overeem in his other writing has reduced scope of dichotomy severely. He wishes to make dichotomy simply the principle by separating administrators involvement in in partisan politics in general and elections in particular. He said that “this is an important idea, although it is only one half of one element that the architects of modern public administration asserted to prescribe how politicians and administrators should interact. The other half of this element is that politicians should not be involved in administrative matters. In summing up the classical views, however, he reverts to the partial view noted earlier: the aim of reformers was to make the administrator "an outsider to political controversies" To sum up his position, if you believe that administrators should stay out of partisan politics and (given less emphasis) that politicians should stay out of administrative matters, then you have to support the dichotomy”.

There are five elements that shape the interaction between politicians and administrators, These are:

1. Selection of counterpart officials;
2. Orientation to counterpart officials;
3. Core values of each set of officials;
4. Functions of each set of officials; and
5. Means used by each set of officials.

D. New Conditions in a New Century

In the twenty-first century, the old values continue, but there are shifts in roles and in relationships. The change is relative to the original base point in a country, but most countries are moving in the same direction.

Assertion of Political Power at the National Level

Svara (2007) said that in the end of the twentieth century was a period of transition when signs of the new conditions began to appear. This time indicated by the revolution made by Thatcher in 1979 in Britain and Reagan The Thatcher revolution, beginning in 1979 in Britain, and the Carter and at the similar time the Carter and Reagan administrations in the United States. Further Svara said that these have reflected a questioning of administrative prerogatives on the part of elected officials. There is increasing evidence of expanded political control over administrators.

Changes at the Local Level

At the local government, there is also evidence of changing terms in the relationship between politicians and administrators. In British local government, there had reforms to improve accountability. The reforms have put politicians in a strong position as oppose to administrators. So in the end of 80's, there was transition which given more portion to politician to manage local government. Further, Svara (2007) Said that Beyond mayors, it appears that local elected officials in general are more aggressive, more activist, and more engaged in ombudsman activities for constituents. To date, city managers in large cities are not able to provide as much input or have as much influence as they had previously.

Changes in Management and External Relations

Svara (2007) has cited the work of (Pollitt and Bouckaert 2000) about the reform in Management environment. According to Pollit and Bouckaert management reforms usually occurred with strong support from political circumstances This conditions have influenced the role of administrators. In addition to this reform, Denhardt and Denhardt in Svara (2007) stated that the electronic lines of communication between local elected officials, citizens, and staff members remake the organization chart and impact political-administrative relations, organizational management, and relationships with citizens. The focus on services may promote closer relationships between lower-ranking administrators and citizens (or may not, depending on the source of service delivery), but it replaces policy and rule-based guidelines for service delivery with an emphasis on serving the public How do top administrators respond to continuous change and disappearing boundaries? The simple answer is that top administrators must be capable of adapting to an extent not found previously as they fulfill their essential responsibilities and seek to advance the public interest.

E. The Adaptive Administrator: Challenges and Response in a New Era

Challenges and response always occur in the organization. This is due to the dynamic of the environment. The ongoing changes in progress will require top administrators to have more fluid, flexible, and less predictably bounded dealings with politicians while at the same time expanding their interactions with citizens and leaders outside the organization This is assumed that they have to move on the global changes based on governance paradigm. Svara said that their responsibility for internal direction will also change along with the transformation of public “organizations.” Drawing on all these elements, top administrators will provide guidance and facilitation to support new approaches to governance.

Changes in Political-Administrative Relationship

Svara (2007) said that the feature that is most impacted by change is the sharing of functions in policy making and oversight, but all the characteristics of complementary are affected to some extent. He mention the characteristics of complementary can be explained as follow:

1. Elected officials and administrators maintain distinct perspectives based on their unique values and the differences in their formal position.
2. Officials have partially overlapping functions as elected officials provide political oversight of administration and administrators are involved in policy making.
3. There is interdependency and reciprocal influence between elected officials and administrators.
4. Administrators support the law, respect political supremacy, maintain political neutrality, and acknowledge the need for accountability.
5. Administrators are responsible for serving the public and supporting the democratic process
6. Administrators are independent, with a commitment to professional values and competence, and they are loyal to the mission of their agency.
7. Administrators are honest in their dealings with elected officials, seek to promote the broadest conception of the public interest, and act in an ethically grounded way.
8. Elected officials respect the contribution of professional administrators and the integrity of the administrative process. Administrators encourage politicians to fulfill their responsibilities

In terms of the models of political-administrative relationships presented earlier, Svara (2007) said that the new political context probably causes top administrators to draw relatively more from the characteristics of the separate roles and responsive administrator models than they did in the twentieth century. They are likely, however, to still be operating primarily in the overlapping roles model and guided by the modified norms of complementary. We can draw the relationship by dividing into fully separation (hardly implemented in practice, dichotomy roles with tensions and complementary.

Conclusion: Ethics and Power

With the long explanation, Svara (2007) said that For top administrators, a solid value base is even more important in their unstable circumstances than it was in a more stable time. As in the past, they must be guided by a strong sense of duty and thorough grounding in universal values to keep their bearings and to help assure that the means they employ to achieve their expanding and shifting responsibilities are ethically sound (Svara 2007). They

face new ethical issues, and there are pitfalls they should avoid: slanting the issues raised to get attention from political superiors, allowing responsiveness to undermine professional standards, and exploiting loose accountability controls for self-advantage.

Further he said that the nature of government and the roles of politicians and administrators are different when governance combines governmental and private actions, is cross jurisdictional, and is global. The terms of engagement are altered in ways that at times reduce the capacity of administrators to shape and influence decisions, but top administrators must keep advising and informing and attempting to shape strategic direction. The contributions of top administrators formerly were to provide general and specialized advice to politicians on the one hand, and transmit policy goals to the administrative organization, monitor and adjust the process of accomplishing them, and report back to top politicians on the other. Furthermore, top administrators will still have important resource advantages vis-à-vis politicians, and these will increase as government agencies enter into larger numbers of networks and partnerships. In the future, top administrators are less likely to be highly elevated above other administrators and less likely to be the only link between the political and administrative spheres. They will have to be nimble and adaptive in an uncertain world. But they will have a broader and more challenging job description as a key actor who connects many arenas and serves as adviser and strategist with politicians facilitator of networking and democratic action, and organizer of action, innovation, and accountability. All things considered, this is a different but attractive job description for top administrators. To sum up, different countries have different value and power between administrator and politicians. So that they have to be considered of the impact of this differences. However, we will find that these two actors in government will always interact one to another by themselves internally. And then they also should aware of the public division which will affect the value and power of them. In relation to state and society relations, we are in an era that state which is part of administrator and politicians should carefully prepare of the needs of society which is divided into civil society and private or business sides. No matter what kind of model used by politicians and administrators- separation, dichotomy or complementary- they really need to put their roles in hands of governance pillars. They have to focus on golden triangle among civil society, private or business and themselves.

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