

Eras of Public Administration

Tracing the Evolution from Tradition to Modernity

Introduction

- Brief overview of PA as a Field
- Significance of understanding its evolution
- Overview of the eras:
 - Old Public Administration,
 - New Public Administration,
 - New Public Management

Old Public Administration

Time Period: Late 19th Century to mid-20th Century

- Key Focus: Establishment of bureaucracy, emphasis on administrative efficiency and hierarchy
- Key Concepts:
 - Politics-Administration Dichotomy
 - Scientific Management
 - Bureaucratic Theory

Old Public Administration

The Rational-Legal Approach

- The beginning point of PA theory emphasizes the importance of rules, regulations, and formal structures in the administration of public organizations.
- Espouses a politics-administration dichotomy, which separates the political and administrative spheres of government
- Woodrow **Wilson** (1887) and Frank **Goodnow** (1900) were early proponents of this approach.
 - Wilson: Where policy-making ends, administration begins
 - Goodnow: Politics deals with the expression of the state's will and administration with the execution of that will.

Old Public Administration

The Scientific Management Approach

- Frederick **Taylor**'s (1911) principles of scientific management
 - Emphasized the need for a scientific approach to management
 - Advocated for the use of time and motion studies to improve efficiency
 - Focused on the division of labor and specialization
 - Sought to eliminate waste and inefficiency in the workplace
 - "One best way" to perform a task

Old Public Administration

The Scientific Management Approach

- Luther **Gulick** and Lyndall **Urwick**'s (1937) principles of administration
 - Emphasized the importance of unity of command and span of control
 - Advocated for the use of functional specialization and coordination
 - Focused on the need for clear lines of authority and responsibility
 - Sought to ensure the efficient use of resources and personnel
- Gulick's acronym **POSDCoRB**: Planning, Organizing, Staffing, Directing, Coordinating, Reporting, Budgeting

Old Public Administration

The Brownlow Committee Report (1937)

- Emphasized the need for a more efficient and effective federal government
- Advocated for the use of scientific management principles in the administration of government
- Sought to improve the coordination and management of federal agencies
- Recommended the creation of a civil service system based on merit and fitness
- Laid the groundwork for the modern administrative state

Old Public Administration

The Bureaucratic Theory

- Max **Weber**'s (1922) Theory of Bureaucracy
 - Emphasized the importance of a rational-legal authority structure
 - Advocated for a clear division of labor and hierarchy
 - Focused on the need for impersonal rules and regulations
 - Sought to ensure the predictability and reliability of administrative actions
 - Emphasized the importance of merit-based selection and promotion
- The bureaucratic model became the dominant form of organization in the public sector

Critique of Old Public Administration

- Rising concerns about rigidity, dehumanization in bureaucracy
- The lack of responsiveness to public needs
- The demand for more democratic administrative processes
- The need for greater social equity and justice in public administration

Challenges to the Old Public Administration

- Robert **Merton**'s (1940) critique of bureaucracy
 - Emphasized the potential for unintended consequences in bureaucratic organizations
 - Advocated for the need to balance efficiency with other values, such as equity and justice
 - Sought to address the limitations of the bureaucratic model in the modern era

Challenges to the Old Public Administration

- Mary Parker **Follett** (1924)
 - Management theorist who emphasized the importance of human relations in organizations
 - Philosophy based on the principles of integration, coordination, and cooperation
 - Organizations function best when individuals work together to achieve common goals
- Chester **Barnard** (1938)
 - Emphasized the importance of informal organizations and the role of leadership in achieving organizational objectives
 - Advocated for a more humanistic approach to management

Transition to New Public Administration

The Human Relations Movement

- Time Period: 1930s to 1950s
- Key Focus: Emphasis on the importance of human relations in organizations
- Recognizing the needs of the individual—human behavior, motivation, and group dynamics—is essential for organizational success
- Move away from the rigid, mechanistic approach of scientific management

Transition to New Public Administration

The Human Relations Movement

- Elton **Mayo**. (1933) Hawthorne Studies
 - Emphasized the importance of social and psychological factors in the workplace
 - Advocated for the need to consider the human element in organizational design and management
 - Focused on the impact of group dynamics, informal relationships, and social norms on productivity
 - Sought to understand the complex interplay between individuals and their work environment
 - Job's social and psychological aspects are as important as the technical aspects—jobs need meaning and purpose

Transition to New Public Administration

The Human Relations Movement

- Douglas **McGregor**'s (1960) Theory X and Theory Y
 - Emphasized the importance of management's assumptions about human nature
 - Advocated for a more participative and collaborative approach to management
 - Focused on the need to empower employees and recognize their potential
 - Sought to challenge the traditional command-and-control approach to leadership
- **Theory X:** People are inherently lazy and need to be controlled
- **Theory Y:** People are inherently motivated and can be trusted to do their best

Transition to New Public Administration

The Human Relations Movement

- Abraham **Maslow**'s (1943) Hierarchy of Needs
 - Emphasized the importance of understanding human needs and motivations
 - Advocated for the need to create a supportive and fulfilling work environment
 - Focused on the need to address the psychological and emotional well-being of employees
 - Sought to create opportunities for self-actualization and personal growth
 - The hierarchy of needs: physiological, safety, love/belonging, esteem, self-actualization

Transition to New Public Administration

Behavioral Science and Public Administration

- Time Period: 1940s to 1960s
- Key Focus: Emphasis on the human element in public organizations
- Theorists: Herbert Simon, Chris Argyris, Robert Dahl
- Key Concepts:
 - Decision-making and organizational behavior
 - The need for participative management and democratic processes
 - The importance of understanding the social and political context of public administration

Transition to New Public Administration

Behavioral Science and Public Administration

- Herbert **Simon**'s (1947) theory of bounded rationality
 - Emphasized the limitations of human cognition and decision-making
 - Advocated for a more realistic and practical approach to decision-making
 - Adds a fact-value dichotomy to the politics-administration dichotomy
 - The fact-value dichotomy: the distinction between objective facts and subjective values
 - The need to recognize the role of values and ethics in public administration
 - Values impact ways in which authority is exercised, and decisions are made
 - Need to study behavior and decision-making in organizations rather than functions of authority

Transition to New Public Administration

- Time Period: 1960s to 1980s
- Key Factors: Social equity, responsiveness, public interest
- The **Minnowbrook Conference** (1968) as a pivotal moment
- Theorists: Dwight **Waldo**, H. George **Frederickson**
- Key Concepts:
 - Representative Bureaucracy
 - Democratic Administration
 - Challenge to the Politics-Administration Dichotomy

New Public Administration

- Emphasis on values, ethics, and public interest
- Focus on policy-making, not just administration
- Inclusion of citizen participation and stakeholder engagement
- Addressing social equity and justice in public administration

Emergence of New Public Management

The Public Choice Approach

- Time Period: 1960s to 1980s
- Key Factors: Emphasis on market-oriented solutions, efficiency, and competition
- Theorists: James **Buchanan**, Gordon **Tullock**, Vincent **Ostrom**
- Key Concepts:
 - Rational choice theory
 - The need for competition and market-based solutions
 - The importance of incentives and accountability
- The rise of the public choice movement as a critique of traditional public administration
- The need to apply economic principles to the study of public organizations

New Public Management

The Reinventing Government Movement

- Time Period: 1980s to 1990s
- Key Factors: Emphasis on efficiency, customer service, and accountability
- Theorists: David **Osborne**, Ted **Gaebler**
 - Advocated for the need to reinvent government and make it more responsive to public needs
 - Focused on the need to apply business-like principles to public administration
 - Government should 'steer' rather than 'row'
 - Empower communities and citizens to solve problems

Conclusion

Trends and 21st Century Administration

- The blending of New Public Administration and New Public Management principles
- Emerging trends: digital governance, collaborative networks
- Future challenges: maintaining democratic values, adapting to changing societal needs
- The need for a more holistic and integrated approach to public administration
- The importance of understanding the historical evolution of the field