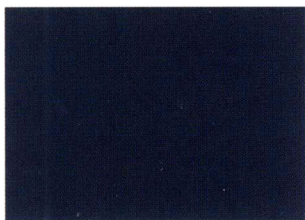
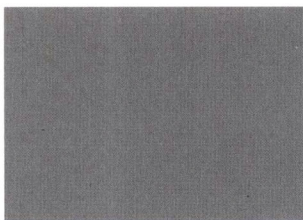


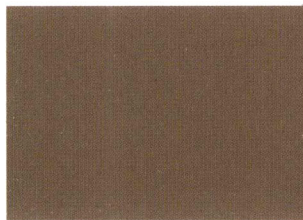
# MASTERING Public Administration

*From* MAX WEBER *to* DWIGHT WALDO



EDITION **3**

Brian R. Fry  
Jos C.N. Raadschelders



# Mastering Public Administration

Third Edition

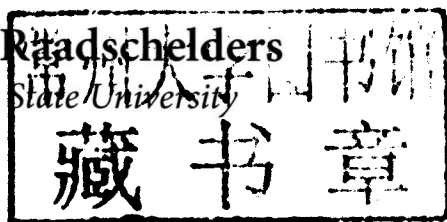
From Max Weber to Dwight Waldo

Brian R. Fry

*University of South Carolina*

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FOR INFORMATION:

CQ Press

An Imprint of SAGE Publications, Inc.  
2455 Teller Road  
Thousand Oaks, California 91320  
E-mail: [order@sagepub.com](mailto:order@sagepub.com)

SAGE Publications Ltd.

1 Oliver's Yard  
55 City Road  
London EC1Y 1SP  
United Kingdom

SAGE Publications India Pvt. Ltd.

B 1/1 Mohan Cooperative Industrial Area  
Mathura Road, New Delhi 110 044  
India

SAGE Publications Asia-Pacific Pte. Ltd.

3 Church Street  
#10-04 Samsung Hub  
Singapore 049483

Acquisitions Editor: Charisse Kiino  
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Printed in the United States of America

*Library of Congress Cataloging-in-Publication Data*

Fry, Brian R., 1939-  
Mastering public administration : from Max Weber to Dwight Waldo / Brian R. Fry, Jos C. N. Raadschelders. — Third edition.

pages cm

Includes bibliographical references and index.

ISBN 978-1-4522-4004-6 (alk. paper)

1. Public administration—History. I. Raadschelders, J. C. N. II. Title.

JF1341.F78 2014

351.092'2—dc23

2013020366

This book is printed on acid-free paper.



SFI label applies to text stock

13 14 15 16 17 10 9 8 7 6 5 4 3 2 1

# **Mastering Public Administration**

**Third Edition**

**CQ Press**, an imprint of SAGE, is the leading publisher of books, periodicals, and electronic products on American government and international affairs. CQ Press consistently ranks among the top commercial publishers in terms of quality, as evidenced by the numerous awards its products have won over the years. CQ Press owes its existence to Nelson Poynter, former publisher of the *St. Petersburg Times*, and his wife Henrietta, with whom he founded Congressional Quarterly in 1945. Poynter established CQ with the mission of promoting democracy through education and in 1975 founded the Modern Media Institute, renamed The Poynter Institute for Media Studies after his death. The Poynter Institute ([www.poynter.org](http://www.poynter.org)) is a nonprofit organization dedicated to training journalists and media leaders.

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## Preface

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Technology has reduced to mere seconds the width of social time—the time needed for one person to communicate with another—and has thus enabled us, the coauthors of this second edition, to connect quickly with each other and with our publisher through e-mail. But that technology cannot diminish the amount of time necessary to digest another scholar's thoughts. Writing intellectual biographies of nine scholars whose work has to be captured succinctly, with appreciation but without succumbing to blind admiration, is an interesting experience. In the case of this joint venture, the experience has been doubly so because we have had to delve not only into the life and work of these nine scholar/authors, but also into each other's evaluation of the contributions that these scholars made to the study of public administration then and now. Working on this volume has been a pleasant and rewarding cooperative experience.

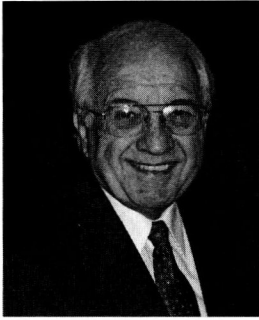
In format, this third edition follows the first and the second, but it differs in terms of some of its content. In the second edition, we expanded, where possible, consideration of the influence of personal life experiences on scholarly thought. We also have highlighted "our" authors' ideas about science in general and about a science or study of public administration. Also a new chapter on Charles Lindblom was added, as well as a new concluding chapter in which we outline the influence of these authors on contemporary public administration. That final chapter builds on the new and revised content of the chapters on individual scholars and on interpolated remarks in the endnotes to each of these chapters. In fact, the endnotes show how influential the work of these nine authors continues to be, not just as mere references but as resources for substantive follow-up. In this third edition, that aspect of how these nine authors still influence contemporary research is further explored in a mini-chapter following each of the main chapters. Raadschelders is pleased that fourteen PhD students of the John Glenn School of Public Affairs were interested in and enthusiastic about contributing to this edition. Without them, Raadschelders would have needed much more time preparing this third edition. We thank Charisse Kiino for putting Fry and Raadschelders together, along with all of the other CQ Press associates listed in the masthead for their

work on this book. We appreciate the suggestions of the users and reviewers of the first edition, particularly James Desveaux of the University of California, Los Angeles; Anthony Molina of the University of South Dakota; Leonard Ruchelman of Old Dominion University; and Charles Wise of The Ohio State University. We also benefitted from the reviewers of the second edition: Thomas Bryer, University of Florida; Michael Moon, California State University, East Bay; Rob Bittick, Sam Houston State University; and two anonymous reviewers. It is on their suggestion that mini-chapters have been added. We hope that this third edition meets their expectations and those of their students.

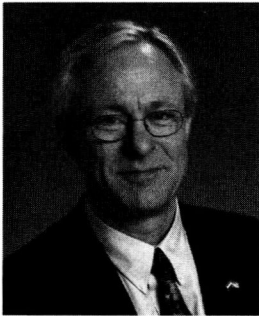
*Brian R. Fry*  
*Jos C. N. Raadschelders*

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*To my wife, Lois, and my son, Mark, who give  
meaning to my life and inspiration to my work*  
B. R. F.

*To Julie, Kitty, and John*  
J. R.

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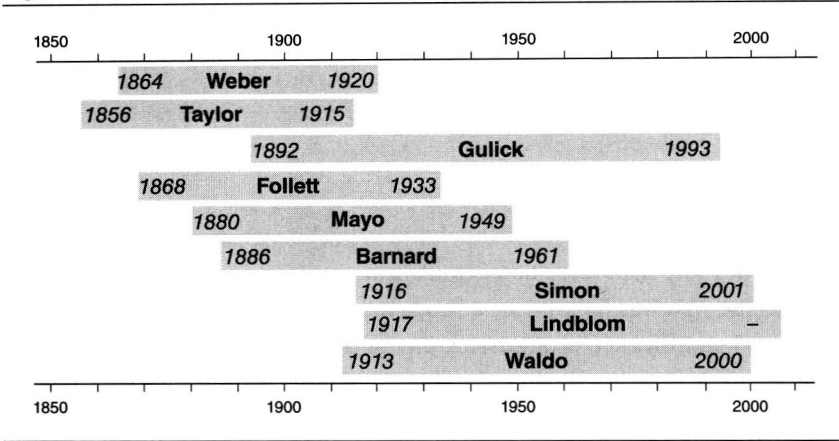
## Introduction

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The intellectual genesis of this book is probably not unusual. The idea arose more than three decades ago from a casual request to Brian Fry by a colleague who was looking for a single reference that would summarize the work and significance of Frederick Taylor and the Scientific Management movement. Fry was hard-pressed to render appropriate advice. General textbooks continue to deal with the subject too briefly. Books on the specific subject are too long. Excerpts in readers are not comprehensive. What Fry's colleague wanted was a single source of manageable length that would summarize, in a fairly comprehensive manner, the works and contributions of a major author in the field of public administration. In the second edition of the book that Fry wrote in response to this need, we provided an updated source covering a collection of leading authors in the field. In this third edition, we have added mini-chapters tracing how the research of this book's main authors continues to influence public administration scholars, as well as scholars in some other studies, today.

A key to the success of this effort is the list of authors chosen for inclusion. It should be noted at the outset that this book provides an intellectual history of the study of public administration in the United States, taking the intertwined biographical and intellectual history of landmark authors as point of departure. It is concerned with origins and how we got where we are. With regard to origins, we focus on authors who have been pioneers in public administration and whose work largely shaped the current contours of the field. These authors are Max Weber, Frederick W. Taylor, Luther H. Gulick, Mary Parker Follett, Elton Mayo, Chester Barnard, Herbert A. Simon, Charles Lindblom, and Dwight Waldo. As far as their continued influence and impact are concerned, we have increased the attention for the current status of the study. In the second edition, we summarized the state of the study of public administration in the final chapter, with attention for how current research built on these nine authors. In this edition, each of the nine major author chapters is followed by a mini-chapter that discusses contemporary authors who expanded on the theme(s) of the major author.

**Figure I-1** Timeline: Lives of Major Theorists



The diversity of these authors reflects the diversity of the field of public administration. Several disciplines are represented: Gulick, Simon, and Waldo were trained in political science; Mayo in psychology; Follett in English, political economy, and history; Weber in economics and law; Barnard in economics; Lindblom in economics and political science; and Taylor in mechanical engineering. The level of education also varies, ranging from Barnard, who never received an undergraduate degree, through Weber, Gulick, Simon, Lindblom, and Waldo, who earned PhDs. Follett had an undergraduate degree, and Taylor and Mayo held master's degrees. The list is almost evenly split between academics and practitioners, though there is substantial overlap in those categories. Taylor, Barnard, and Follett were primarily practitioners; Mayo, Weber, Simon, Lindblom, and Waldo are, or were, basically academicians. Gulick has a legitimate claim to membership in both groups.

The significance of these authors is perhaps best revealed by placing them in the context of the history of the study of public administration in the United States. There are at least three broadly identifiable approaches in that study: the Classical approach, the Behavioral approach, and the Administration-as-Politics approach. Representatives of each approach are included among the authors treated in this volume.

## **The Classical Approach**

The beginning of the self-conscious study of public administration in the United States is usually traced to Woodrow Wilson's 1887 essay, "The Study of

Administration.” Though the direct impact of his ideas was limited and not really considered until after the Second World War,<sup>1</sup> Wilson’s thoughts about the study of public administration as expressed in that essay were widely shared in his time. Writing in response to an age of widespread governmental corruption (especially virulent during the 1840s–1870s) and in the spirit of the reform movement that sought to develop administrative answers to the challenges of demographic growth, industrialization, and urbanization,<sup>2</sup> Wilson argued that administration should be separated from political and policy concerns. According to Wilson, public administration should be concerned solely with the “detailed and systematic execution of public law.”<sup>3</sup> As for political officials and politics, they should set the tasks for administration but not be “suffered to manipulate its offices.”<sup>4</sup> Given this separation of administration from politics, Wilson suggested that the task of the public administrator was not significantly different from that of any administrator: the selection of appropriate means to accomplish given ends.

Based on the preceding postulates, Wilson called for the development of a science of administration, the objective of which should be the discovery of general principles to guide administrators in the efficient performance of their duties. The principles were to be based on systematic and empirical investigations performed on a comparative basis. The call for comparative analysis entailed the examination of administrative techniques successfully employed in other settings—for example, in other political and constitutional systems or in the private sector—and a determination of the applicability of those techniques to the practice of public administration in the United States. Wilson was particularly adamant in asserting that there is no difference between public and private administration. In Wilson’s words,

The field of administration is a field of business. It is removed from the hurry and strife of politics. . . . It is a part of political life only as methods of a countinghouse are a part of the life of society; only as machinery is part of the manufactured product.<sup>5</sup>

Wilson’s separation of politics from administration, his proposed search for a science of administration, and his assertion that business techniques are applicable in the public sector all became a part of the dominant image of public administration in the Classical period. Wilson did not make this happen; it was the *Zeitgeist*. Policy and political matters were conceptually divorced from administrative matters, leaving efficiency in execution as the legitimate area of concern for students and practitioners of public administration. Scientific



procedures were espoused, if not fully adopted. And many of the techniques suggested to improve the efficiency of public-sector operations were based on private-sector practices.

Two major groups in the Classical period were the Scientific Management movement, on the one hand, and what March and Simon refer to as the *Departmentalists* and Mosher calls “Administrative Management,” on the other hand.<sup>6</sup> Together they formed what was considered the “administrative theory” of the day. Scientific Management, usually identified with Frederick Taylor since he coined the term, focused on the performance of routine and repetitive physical tasks. The objective of Scientific Management was to discover the basic principles of motion involved in the performance of physical tasks and then to determine the “one best way” of performing any task. The primary tool of analysis in this endeavor was the time-and-motion study. Though its analyses were conducted largely in the private sector, Scientific Management attracted a large number of enthusiasts in the public sector.

The Departmentalist approach formed a logical complement to the Scientific Management movement and is represented in this volume by the works of Luther Gulick. Whereas the primary focus of Scientific Management was the performance of physical tasks, that of the Departmentalists was the formal organizational structure. Accordingly, while the basic tool of analysis of Scientific Management was the time-and-motion study, that of the Departmentalists was the formal organization chart. The general problem addressed by the Departmentalists was the identification of the tasks necessary to accomplish an organizational objective and the grouping and coordination of those tasks in a way that would maximize organizational efficiency. The lexicon of the Departmentalists is familiar: terms such as *chain of command*, *span of control*, and *line and staff* are common fare even for those acquainted only peripherally with the literature on organizations. The principles deduced by the Departmentalists are equally familiar. Though, among scientists, they may have been in a state of some disrepute since the late 1940s (see the Simon and Waldo chapters), these principles appear to enjoy renewed appreciation since the late 1990s.<sup>7</sup> Obviously, among applied social scientists and practitioners, the Departmentalists’ principles were never totally abandoned. Some of their basic principles—that authority should be commensurate with responsibility, that there should be unity of command in the organization, and that the chain of command should not be circumvented—have become deeply ingrained in many administrative cultures.

The Departmentalists, as had the advocates of Scientific Management, sought to establish a science of administration that would be equally applicable in the public and private sectors, though their analyses were not as systematic

#### **4 Mastering Public Administration**