

# I Origins of the Administrative State and the Development of Public Administration

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## 1-1 The Administrative State

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### Overview

- We will begin this lecture by understanding “**social management**” and “**political-administrative relations**”, the important viewpoints/axes in the analyses of administrative phenomena.

Three factors of administrative phenomena; “**system**”, “**organization**” and “**activities**”, will then be explained with their relations to the study of administration and other subjects in political science within the Faculty of Law.

- Compared with the structure of nations in the 19<sup>th</sup> century, the structure of modern states has become extremely complicated and expansive, creating new types of administrative issues.

This change in social structure can be perceived as a change from “**agricultural society**” to “**urban society**”, a perception that allows us to understand the characteristics of current administrative issues.

- **What is a “modern administrative state”?**

In thinking about government activities, it is indispensable to understand the history of nations: from the emergence of sovereign states to the formation of the **modern state** through people’s revolution. We will also cover the influence of **liberal policy**, industrialization and **urbanization** of modern states in the 19<sup>th</sup> century.

- We will then discuss how government activities have come to rule the society using financial policies, and how they contributed to social development after **the wars** and **the Great Depression** of the early 20<sup>th</sup> century. This expansion of government activities and the accumulation of the ability to control society have become key factors in the process of the emergence of the **welfare state**.

- Finally, we will focus on the background and current issues in **administrative reform**, policies based on the theory of “**New Public Management**”, enforced as a response to the impasse of the welfare state after the 1970s.
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< References >

Morita, Akira, Chapter 2 in *Gendai no Gyosei* (Translation: *Modern Administration*), The Society for the Promotion of the University of the Air, Tokyo, 2000.

Nishio, Masaru, Chapters 1 & 2 in *Gyoseigaku* (Translation: *Study of Public Administration*), Yuhikaku, Tokyo, 2001.

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## 1-2 The Study of Public Administration –Origins and Development

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- The study of modern public administration started in the United States. We will study the background of the political tradition in America and how the study of public administration began.
- Basic ideas of the early study of American public administration and **The Theory of Political-administrative Separation** will be introduced.
- We will then discuss the change in the premise of **The Theory of Political-administrative Separation** and the development of **The Theory of Political-administrative Fusion**.
- We will explain the theory of “Administrative Responsibility”, “Policy Studies” and “Political Process Analysis” developed as **The Theory of Political-administrative Fusion** and study the history leading towards the theory of “New Public Management” introduced in 1980s.

< References >

Morita, Akira, Chapter 3 in *Gendai no Gyosei* (Translation: *Modern Administration*), The Society for the Promotion of the University of the Air, Tokyo, 2000.

Nishio, Masaru, Chapters 3 & 4 in *Gyoseigaku* (Translation: *Study of Public Administration*), Yuhikaku, Tokyo, 2001.

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### 1-3 Theories of Administrative Reform

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- Background of administrative reform seen worldwide at the end of the 20<sup>th</sup> century  
Impasse of the welfare states and dissemination of the theory of “**Neo-conservatism**”
- In order to understand the various theories of administrative reform, it is important to recognize **the change in the concept of the people** as being a fundamental of the society, and the change in **the concepts of “administration” and “public”** derived as a result.  
“Public” – “Private”: From distinction to continuance
- Trial for the adaptation of **financial experts** and **the mechanism of the “market”**  
Financial experts: Act economically by pursuing self-interest  
Mechanism of the “market”: Constituted by financial experts
- Seeking efficient supply method of public service  
Various options for administrative policies: e.g. characteristics/numbers/expertise of  
the supply entity, system for the burden of expenses etc.
- Development of administrative reforms in industrialized countries  
**Privatization** and **deregulation** as the first step  
**“New Public Management” (NPM)** as the second
- Development of administrative reform and introduction of “NPM” in Japan

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< References >

- Morita, Akira, Chapters 3 & 4 in *Gendai no Gyosei* (Translation: *Modern Administration*), The Society for the Promotion of the University of the Air, Tokyo, 2000.
- Hood, Christopher, Chapters 1 & 4 in *Administrative Analysis: An Introduction to Rules, Enforcement and Organizations*, Wheatsheaf Books, Brighton, 1986.
- Nishio, Masaru, Chapters 3 & 4 in *Gyoseigaku* (Translation: *Study of Public Administration*), Yuhikaku, Tokyo, 2001.

※ Other references for more information

In Japanese:

Osumi, Soshiro, *New Public Management –Rinen/Vision/Senryaku* (Translation: *New Public Management –Concept/Vision/Strategy*), Nippon Hyoronsha, Tokyo, 1999.

Inatsugu, Hiroaki, “Public Sector no Henyo” (Translation: “Change of the Public Sector”) in *Bunken to Jichi no Design* (Translation: *Decentralization and the Design of Autonomy*), ed. Morita, Akira, Yuhikaku, Tokyo, 2003.

In English (although rather old...):

1) Dunleavy, P. and C. Hood, "From Old Public Administration to New Public Management", *Public Money & Management*, 14 (3):9-16, 1994

2) C. Hood, "A Public Management for All Seasons?", *Public Administration*, 69(Spring) , 1991