

Origin and theoretical basis of New Public Management

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Abstract

The article describes the characteristics of New Public Management (NPM) and gives a cursory overview of the development of the behavioral-administrative sciences and their relation to NPM. A descriptive model of the behavioral-administrative sciences is developed that pits three internally consistent scientific worldviews that are incommensurable to each other. From this, the theoretical origins of NPM can be traced to a variety of theoretical perspectives. Although the special mix of characteristics of NPM is new, it does not represent a paradigm change. Indeed, it is improbable that there will ever be one paradigm for the behavioral-administrative sciences; and without an accepted paradigm, a paradigm change is not really possible. © 2001 Elsevier Science Inc. All rights reserved.

1. Introduction

From where does New Public Management (NPM) come? The conventional wisdom holds that NPM has its origins in public-choice theory and managerialism (Aucoin, 1990, pp. 115; Dunsire, 1995, pp. 21–29; Lueder, 1996, pp. 93; Naschold et al., 1995, pp. 1–8; Reichard, 1996, p. 245f; Schedler, 1995, p. 155). Does this formula fit, and is it exhaustive? Moreover, is NPM really new? Finally, does NPM represent a paradigm change, as some writers claim (Aucoin, 1995, p. 3; Borins, 1994, p. 2; Kamensky, 1996, p. 250; OECD, 1995, pp. 8, 25; Osborne and Gaebler, 1993, p. 321; Reinermann, 1995, p. 6)?

To answer these questions, I describe the development of administrative thought in the U.S., the home of public-choice theory and managerialism. I focus on the U.S. because it dominates theoretical developments in the behavioral-administrative sciences, owing in part to the sheer size of its academic establishment, its diversity, and the richness of its approaches. On the presumption that the attempts of practitioners, consultants, and scientists

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