Article

Still like ships that pass in the night? The relationship between public administration and management studies.

Abstract

In recent times, research on public management has grown rapidly. Nevertheless, despite the expansion of attention to management in the public sector, many important questions about the state of public administration research remain unanswered. One of the most salient of these questions concerns the relationship between public administration and generic management research. In particular, to what extent, and in what ways, is public administration research connected with developments in mainstream management and organization studies. In this paper, we use bibilographic methods to explore the place of the generic management literature within the intellectual structure of public administration. Our findings suggest that the influence of generic management theories on certain public administration journals and scholars has grown in recent years, although management scholars appear to be uninterested in public administration articles. Further analysis of the subject matter in published articles is suggestive of the possibility that the emergence of the 'New Public Management' has played an important role in re-shaping the connections between the two fields of study.

Introduction

Public agencies are some of the biggest and most visible organizations in the world. Moreover, many of the key figures in the history of organization studies did their most influential work on public sector organizations. Max Weber's reflections on bureaucracy, Frederick Taylor's analyses of government efficiency and Herbert Simon's exploration of bounded rationality were all located firmly within the public sector. Research on public organization was thus a major source of the intellectual foundations of the field of management and organization studies as it evolved during the twentieth century (Kelman, 2007; Thoenig, 1997). Yet despite this legacy of impact and influence, the number of organization theorists and scientists interested in the management and performance of public rather than private organizations has seemingly dwindled during the past fifty years (Arellano-Gault, Demortain, Rouillard and Thoenig, 2013). Although it is often argued that there are fundamental differences between management in the public and private sectors (Fredrickson, 1997), empirical tests of this argument invariably conclude that many of those differences do not really exist (e.g. Boyne, 2003). If public and private management are not really so different, then there remains a strong *prima facie* reason for thinking that scholars studying private organizations could still learn much from those investigating public agencies, and vice versa.

In this paper, we use bibliometric methods to explore the links between generic management and organization studies, and public administration. We examine the relative influence of one upon the other and consider, in particular, whether the rise of NPM has been reflected in a corresponding growth in interest in the work of generic management scholars on the part of public administration researchers, and vice versa. Have management studies and public administration become more closely intertwined during the past decade? In which direction is the flow of intellectual exchange strongest? And, do the evolving connections between management studies and public administration reflect changes in the topics studied by scholars in two fields?

To provide answers to these questions, we analyze citations to work published in management and public administration journals in the Social Sciences Citations Index (SSCI). Of course, citation analysis is not a substitute for detailed reading and in-depth analysis of the theoretical and empirical content of journal articles, nor does it enable us to capture the citation of all the relevant intellectual material upon which authors draw. All the same, bibilometric analysis of journal articles does offer a powerful and systematic tool for discerning broad patterns of intellectual indebtedness (Ramos-Rodriguez and Ruiz-Navarro, 2004).

We begin by analysing the extent to which top management journals cite public administration articles in 2010, and explore changes in that rate of citation between 1997 and 2010. We then analyze the rates of citation to top management journals in all SSCI public administration journals in 2010, and track citations to articles in management journals in six of the top-rated international public administration journals to better understand the openness of the discipline to ideas from generic management literature. Building on our exploration of the intellectual structure of public administration, we develop and test two key propositions about its evolving relationship with management studies that potentially reflect the wider impact of NPM: i) that the movement away from bureaucratic modes of organizing often associated with large public organizations has led generic management researchers to pay more attention to questions of strategy than bureaucracy; ii) that the rise of the 'performance movement' in the public sector has led public administration researchers to take more interest in the generic management literature.

The structure of the paper is as follows. In the next section we briefly explore the evolution of organizational research in the public sector, focusing in particular on the work of organizational sociologists carried out in public sector settings that has appeared in the generic management journals. Following that, we discuss the intellectual structure of public administration research, reflecting upon its interdisciplinary orientation and apparent isolation from generic management research and outline the key research questions guiding our bibliometric analysis. Thereafter, our

bibilometric methods and measures are introduced before we present and interpret the findings of our citation analyses. Finally, we explore the theoretical and practical implications of our findings.

Organizational research in the public sector

The history of organization studies is replete with examples of groundbreaking work being undertaken in public sector settings. From Max Weber's classic studies of bureaucracy carried out in the nineteenth century to the seminal work of Hannan and Freeman on school districts in the 1970s and Henry Mintzberg's reflections on professional bureaucracies, research on public organizations has been at the heart of many of the most innovative developments within the field of organization theory and management studies. Beyond the study of bureaucracy, organizational research in the public sector has also been the source of many of the theoretical advances in management studies, including the analysis of systems of collective action (e.g. Crozier and Thoenig, 1976), inter-organizational relationships (e.g. Levine and White, 1961) and network approaches to organizing more broadly (e.g. Huxham and Vangen, 2000; Provan and Milward, 1995). At the same time, some of the distinctive challenges faced by public organizations responsible for implementing public policy have been a rich source of data for extended reflection on the effects of power on organizations (e.g. Selznick, 1949; Pfeffer and Salancik, 1978). In fact, many of the issues identified by contemporary organization studies scholars have emerged in response to the changing nature of the relationship between the individual, society and the state during the past thirty years or so.

In particular, the on-going evolution of institutional theory as an approach to the study of organizational and managerial behaviour has been profoundly shaped by the
nature of managerial and professional work in the public sector. Greenwood and Hinings (1996) theoretical work on the institutional dynamics of strategic change was inspired by their study of English local governments (Greenwood and Hinings, 1993). Likewise, Suchman's (1995) reflections on institutional legitimacy are shaped as much by the problems of organizing government (and nonprofit) organizations as by the running of successful businesses. Indeed, taken in combination, the different strands of institutional theory continue to underpin studies of public organizations published within the management field (recent examples include Purdy and Gray, 2009; and Dacin, Munir and Tracey, 2010).

Yet, despite the presence of these fine examples of the on-going synergy between the theoretical preoccupations of institutional theorists and their empirical application in public organizations, much of the management literature seems to pass by the public sector like a ship in the night. Indeed, several scholars have drawn upon citations data to point to a broader decline in interest in the management of public organizations within the generic management journals (e.g. Kelman, 2007; Pfeffer, 2006).

According to Kelman (2007), the movement of organizational sociologists into Business Schools coupled with rising hostility toward government during the 1970s meant that the study of private organizations became the (more lucrative) norm for management scholars. In conjunction with the 'democratic turn' in public administration led by Dwight Waldo, the rise of the business school has arguably led to the discipline becoming a separate and very much unequal 'ghetto' within the social sciences (Kelman, 2007). One illustrative example of this trend can be observed in the study settings of work published in *Administrative Science Quarterly* (*ASQ*). Empirical applications of organization theory in public and nonprofit organizations once made up over half of the articles published in *ASQ*, yet in the 1980s, that figure fell to less than 30% (McCurdy, 1985) – a downward trend that has since continued (Arellano-Gault et al., 2013).

As we have noted, excellent organizational research on the public sector is still being published in management journals. In addition to the on-going applications of institutional theory in public

organizations, there are other important examples of research recently conducted in the public sector. For example, Carmeli and Tishler (2004) have examined the relationship between managerial capabilities and the financial performance of local governments, Selsky and Parker (2005) and Ayra and Lin (2007) the management and performance of cross-sectoral partnerships, and King et al. (2012) the benefits of staff demographic representativeness for hospital performance. In fact, many of the advances in strategic management research have been achieved through research undertaken in US healthcare organizations (e.g. Shortell and Zajac, 1990; Zajac and Shortell, 1989), which though not always public in ownership, at least exhibit a higher degree of publicness than most other organizational settings observed in the contemporary management literature.

Crucially, though, studies of public organizations in the generic management literature tend to draw upon concepts and ideas that are not typically encountered within public administration journals and books. For example, Carmeli and Tishler (2004) utilize resource-based theory rather than the models of government capacity popularized by the Government Performance Project (Ingraham, Joyce and Donahue, 2003), while King et al. (2012) draw upon social identity theory rather than the theories of representative bureaucracy that have underpinned debates about the performance effects of employee demography in public administration (Peters, Schröter and von Maravic, 2013). This adds to the sense that not only is the broader management community less interested in the public sector as a research setting than in the past (Kelman, 2007), but they are unfamiliar with the theoretical and empirical concerns of public administration scholars. The corollary of this is, of course, the apparent ignorance of generic management and organization studies within the field of public administration. In fact, this apparent isolation of public administration from many of the developments in management and organization studies is for some scholars the most surprising aspect of the relationship between public and private management research (Pfeffer, 2006), and is one that inevitably prompts reflection on the nature of the discipline as an intellectual enterprise.

Exploring the intellectual structure of public administration research

The identity of public administration as a distinctive field has long been the subject of discussion and debate among scholars (Pesch, 2008). In recent times these debates have been crystallized in the work of those public management researchers (e.g. Boyne, 2002; Bozeman and Bretschneider, 1994; Rainey, Backoff, and Levine, 1976; Scott and Falcone, 1998) who compare management in public and private organizations – work that invariably concludes that there are fewer differences between management in the two sectors than is commonly thought. In fact, from the very foundations of the systematic study of organizational behaviour, there has been a concern with asserting the universality of principles of management that was to a large degree accepted or even actively promoted by public administration scholars (e.g. Wilson, 1887; White, 1926). Beginning with the work of such luminaries as Frederick Taylor, Luther Gulick and Herbert Simon, there was a perception that the principles of administration and organization are as applicable to public organizations as they are to private ones. However, in time, this universalist perspective was challenged by Dwight Waldo (1952) and others as being insufficiently attuned to the links between politics and administration in public sector management. And, so, for many subsequent scholars, it has been the connection with politics and democracy that defines the discipline rather than the links with management and organization studies (e.g. Denhardt and Denhardt, 2011; Radin, 2006).

It is not our intention in this article to re-examine the case for one interpretation of the discipline of public administration than another. Rather, we are interested in exploring the relationship between public administration and generic management research. Recognizing that there are legal and economic approaches to the study of public administration as well as those rooted in organization theory, we therefore follow Wright (2011) in assuming that, in practice at least, public administration research is interdisciplinary. This might be taken as evidence of public administration being within a phase of 'revolutionary', rather than 'evolutionary' science, as the

field's identity is increasingly characterized by conflict rather than consensus over its theoretical fundamentals – something that Reed (2006) has argued is the case within organization studies more generally. However, for now, we leave aside epistemological, as well as normative, questions about the 'true' identity of public administration (and management studies) to focus on the more pragmatic questions of the extent to which management is currently an integral part of the field's intellectual structure and whether or not subject matter influences the intellectual exchange between the two disciplines. These issues are important questions less for the identity of the discipline than for the potential exchange of fruitful ideas and knowledge.

In seeking to explore the connections between public administration and generic management research, we use bibliometric methods to construct an overall picture of the state of the field. We draw upon bibliometric methods because they are highly suited to developing an overarching perspective on the intellectual structure of a discipline. Importantly, such methods have also been utilized in previous studies of the intellectual structure of public administration (see especially Wright, 2011). To build on and extend that work we are therefore interested in five key research questions.

Do articles published in the leading general management journals cite work published in public administration journals?
As we have noted above, several prominent scholars have suggested that the work of public administration researchers is simply ignored by the field of management and organization studies. To offer a preliminary assessment of this argument about the relationship between public administration and management studies, we carry out a bibilometric analysis of citations to public administration articles in the leading generic management journals in 2010. Previous bibliometric research has suggested that the rate of citation to public administration articles in leading management journals between 2004 and 2007 was about 1 citation per 100 articles (Wright, 2011). This leads us to expect that a snapshot from a single year will probably offer strong confirmation of the argument that public administration is separate from mainstream management and organization studies.

Has the rate of citation to public administration articles in management journals increased or decreased?
One of the main assumptions of those scholars who have argued that the study of public organizations has become 'ghettoized' within the field of public administration is that interest in public sector management has declined in the generic management field. One way in which citation analysis can be used to assess this claim is to track citations to public administration articles in top management journals over time. McCurdy's (1986) bibliographic analysis of the most cited public administration research between 1972 and 1985 indicates that citations to this influential work from "fields of study that held no particular distinction" between public and private management fell during that period from 60% to 30% (pp.4-5). Wright's (2011) analysis of citations to *Public Administration Review* (*PAR*) in three leading management journals between 1977 and 2007 reveals a sharp decline in citations, which suggests *prima facie* that we are likely to observe a similar decline in citations to the top public administration journals in the management literature in the period of our own study (1997-2010).

Do articles published in the leading public administration journals cite work published in management journals?
Another important assumption of scholars concerned about the potential disconnect between public administration and management studies is the absence of interest public administration researchers apparently show in the concepts and theories commonly applied in the generic management literature. An interesting means to gain an impression of whether this is so is to examine the citations in public administration articles to work published in leading management journals. Wright's (2011) analysis of citations to management articles between 2004 and 2007 indicates that only work published in the *Journal of Public Administration Research and Theory* (*JPART*) has a citation rate of more than 2 cites to a management journal per article. To extend

that analysis we analyze citations to the generic management literature in all the public administration journals listed in the SSCI in 2010. Since *JPART* is committed to advancing organizational and administrative sciences as well as the policy sciences, we anticipate that it, and other journals sharing similar aims, such as the *International Public Management Journal* (*IPMJ*), will cite management articles the most.

Has the rate of citation to general management articles in public administration journals increased?

Although interest in public management research may have waned in the generic management literature, it is quite possible the rise of NPM, with its emphasis on closer links between the management of business and government organizations, has sparked renewed interest in the concerns of management theorists amongst public administration scholars (Lynn, 1998). Previous bibliometric research has suggested that although public administration articles published between 2004 and 2007 typically relied very little on the generic management literature, there was evidence that in *PAR* citations to management journals had increased (Wright, 2011). Hence, we expect to observe a rise in the number of citations to management articles in leading public administration journals between 1997 and 2007, though this rise may vary considerably across different journals depending upon the aims and mission of the publication in question.

Has the emergence of the New Public Management influenced the connections between generic management studies and public administration?

One of the main features of NPM has been the marketization of public organizations, accompanied by a corresponding attack on the professional bureaucracies typically found in the public sector (Olson, 2006; Pollitt and Bouckaert, 2004). The subsequent decline of state bureaucracies (at least in Anglo-Saxon countries) may have robbed the public sector of some of its distinctiveness as an interesting object of study for organizational sociologists (Arellano-Gault et al., 2013). At the same time, the rise of the strategic management discipline has meant that marketized and networked forms of organizing and managing have much become more important within the generic management studies literature (Ramos-Rodriguez and Ruiz-Navarro, 2004). These dual movements lead us to suppose that the topic of strategy will now feature much more heavily than bureaucracy in the articles published in generic management journals.

As organizational sociologists' interest in classic questions of bureaucratic organization may have waned, public administration researchers' interest in the generic management literature may well have waxed, particularly given the emphasis in NPM on issues of government performance (Ashworth, Entwistle and Boyne, 2010; Heinrich and Lynn, 2000; Ingraham, 2007). For some scholars, explaining 'variations in performance or effectiveness' is 'one of the most enduring themes in the study of organizations' (March and Sutton, 1997, 698). Thus, we anticipate that, inspired by the rise of NPM, empirical studies of the performance of public organizations published in public administration journals will draw much greater inspiration from the generic management literature than do the other articles in those journals.

Data and Methods

Data

For the purposes of our bibliographic analysis, citation data are taken from articles published in the public administration and management journals included in the SSCI. These data can be regarded as 'certified knowledge' in the sense that the work in published journal articles has been subjected to critical peer review before gaining editorial approval (Mulkay, 1976). We adopt a sampling strategy of journals that is designed to capture sufficient data to produce as cogent an answer to our five key research questions as is necessary. To that end, we focused on gathering citation data from all the articles published in the six of the top public administration journals and six of the top management journals published during the period 1997-2010, by examining the SSCI data published in each of these years.

We identified the following six public administration journals as arguably the most highly cited and influential international outlets for the work of scholars specifically interested in the management of public organizations: *Administration & Society* (*A&S*), *Governance – An International Journal of Policy and Administration* (*Gov*), *Journal of Policy Analysis and Management (JPAM)*, *JPART*, *PAR* and *Public Administration* (*PA*). We identified the following six management journals as arguably the most highly cited and influential outlets for the work of scholars interested in the management of organizations *per se*: *Academy of Management Journal* (*AMJ*), *Academy of Management Review* (*AMR*), *Administrative Science Quarterly* (*ASQ*), *Journal of Management* (*JoM*), *Organization Science* (*OS*) and *Strategic Management Journal (SMJ)*. Citations to and from articles published in this sample of journals enable us to begin to develop an overview of the relationship between public administration and management studies, especially how that relationship has evolved during the past decade or so. To deepen our understanding of the intellectual structure of contemporary public administration, we also collected citations to our top six management journals in all those journals listed in the public administration category of the SSCI for the year 2010 (Table 2).

There are, inevitably, some issues of concern with this methodological approach. The most obvious is that in order fully to capture the ways in which a study is using general management theories, one should apply a comprehensive set of criteria based on an in-depth reading of each study. In the present paper, we argue that articles citing general management journal articles are at least influenced by the theories in those articles; even though it could be the case that an article cites a general management study either in order to refute its tenets or to provide an illustrative example of a stream of literature, rather than citing it as a core support for their theoretical framework. In this sense, bibliometric analysis does not allow us to gauge the relative importance that a management article citation has for the citing author(s). Instead, it captures the wider relevance of the ideas within an article. There are, of course, other confounding factors associated with the interpretation of citation analysis that we are unable to control for here. For example, it is quite likely that some studies in public administration journals draw upon general management concepts but do so by citing from other public administration works, not from the original source. Likewise, it is possible that studies in management journals cite ideas and concepts from other management journals that originated in public administration research. To address this kind of issue, extensive qualitative research could be undertaken in the future exploring the ways in which public administration researchers draw upon and use concepts from management studies.

Despite its conceptual limitations, bibliometric analyses do provide a useful picture of the relations between fields of study. In fact, in those fields of study that are interdisciplinary, such as public administration, it may play a vital role in debates about the identity of the field. As Wright (2011: 96) notes, "[A] journal citation analysis can be useful in providing some objective and systematic information about the degree to which public administration theory and research has relied on and even contributed to work in these other academic disciplines". In this sense, citation analysis enables us to develop a sense of the interconnectedness of the field to other disciplines, and to begin to explore some of the deeper intellectual developments shaping the extent of interconnectedness.

Citation Analysis

Do articles published in the leading general management journals cite work published in public administration journals?

The frequency with which the top six management journals cited work appearing in public administration journals during 2010 is reported in Table 1. The raw number of citations is shown since the overall proportion of public administration citations for each management journal is so small. The table highlights that in 2010 public administration articles were almost completely ignored by scholars publishing in the leading general management journals. Overall, the rate of citation to SSCI public administration journals in the leading management outlets was 0.05%. There were seven citations to work published in *PAR*, but research appearing in the other top five public administration journals was simply not cited at all. This offers very strong support for the arguments made by Kelman (2007) and Pfeffer (2006) that scholars publishing in generic management journals are unaware of the work published in public administration journals; though, it may also indicate that they simply do not regard that work as making a valuable contribution to the development of their own research questions. This latter point is an issue in sore need of further research and evaluation, since such information would give public administration scholars a clear indication of the ways in which future research might impact the wider community of management academics.

[Position of TABLE 1]

Has the rate of citation to public administration articles in management journals increased or decreased?

Figure 1 graphically illustrates the number of citations to all public administration articles in management journals between 1997 and 2010 and to those articles published in the top six public administration journals during that period. There does not appear to be a consistent pattern of citation to public administration journals. The frequency with which public administration articles are cited varies considerably from year to year, reaching a high of twenty-five in 2000 and sinking to a low of only one citation in 2003. On average, there were twelve citations to public administration journals per year, implying an overall citation rate of less than 0.1%. The graph suggests that, at the moment, the impact of public administration research on management scholars is neither increasing nor decreasing.

[Position of FIGURE 1]

Although the lack of interest management scholars pay to public administration articles appears to be highly persistent, there are some interesting patterns in citation to the top six public administration journals. Figure 1 indicates that articles published in *PAR* are far more likely to be cited by management researchers (approximately 3.5 per year) than any other journal. The stronger interest shown in *PAR* may be testament to the long history of the journal and its high standing in the wider field of organization studies during the 1960s and 1970s, when several noted organizational sociologists published in its pages (e.g. Etzioni, Cyert, Simon), and it was edited by Vincent Ostrom. The greater engagement with *PAR* may also be indicative of the impact of certain key articles that speak to issues of wider interest beyond the public administration community, such as Herbert Simon's essay 'The proverbs of administration' (1946); Charles Lindblom's essays on 'muddling through' (1979); or the Etzioni (1967) study on decision-making. Whether public

administration scholars can again publish papers that speak to wider audiences from within their "home" journals is a moot point; and one that should form the basis for a renewed commitment to developing better theory within the discipline.

Do articles published in the leading public administration journals cite work published in management journals?

Table 1 reports the number of citations to articles published in the top six management journals in all of the public administration journals included in the SSCI. In the table, the public administration journals are also ranked by the overall rate of citation to management articles to illustrate which outlets are most connected with debates in the wider management and organization studies community. The total number of citations to top management journals in 2010 was 1296, with most of the citations to articles in top management journals being made to pieces published in *AMJ* (*372*), *AMR* (*363*) and ASQ (*330*). The overall citation rate for the top management journals is 1.9%. This figure is identical to the combined citation rate Wright (2011) reports for *A&S*, *American Review of Public Administration* (*ARPA*), *JPART* and *PAR* between 2004 and 2007. The overall citation rate across the field therefore adds further weight to the arguments and evidence that suggests public administration scholars are not paying much attention to the work of colleagues published in top management journals. However, this 'headline' figure does mask considerable variation in citations to management journals between the public administration journals listed in the SSCI, which paints a different picture to that uncovered in prior bibliographic research.

[Position of TABLE 2]

The ranking of public administration journals shown in Table 2 indicates that in 2010 two journals had a management citation rate of more than 7% (or one in every 15 citations): *INNOVAR*, the Colombian journal open to works that address either public, private or nonprofit organizations, and *IPMJ*, which seeks to provide a bridge between public management and organization studies. In the same year, *JPART*'s management citation rate was more than 5%, while Public *Management Review* (*PMR*), *Public Personnel Management* (*PPM*) and *PAR* all have citation rates of more than 3%. These four journals are all strongly linked with the management of public personnel and organizations, while those journals ranked low down on the management citation rate shown in Table 2 are more focused on questions of policy design and implementation. The management citation rates for some of the leading public administration journals imply that there are groups of researchers in the field who are very much aware of, and perhaps influenced by, the work published in leading management journals. In fact, since we underestimate the links to the generic management field by only including citations to the top six management journals in our analysis, it is likely that amongst some researchers there is considerably more engagement with developments in the wider field of management and organization studies than that we identify here. Although comparison with the citations to public administration journals in management articles in 2010 suggests that this is a one-sided engagement, it does seem as if some journals and researchers are playing a vital role in bringing the two fields closer together.

Has the rate of citation to general management articles in public administration journals increased in the past decade or so?

Figure 2 plots the combined management citation rate for the top six public administration journals between 1997 and 2010. It illustrates that there has been a sharp rise in the rate of citations to articles published in leading management journals in recent times. This may reflect the impact of the New Public Management and a subsequent focus on questions of organizational performance (see below). It is also possible that the increase in the citation rate reflects the entrance of *JPART* into the SSCI and the subsequent impact of the journal on the field as a whole.

[Position of FIGURE 2]

Figure 3 plots the management citation rates between 1997 and 2010 for each of our top six public administration journals. It highlights that the management citation rate in *JPART* is higher and increasing faster during the period studied than for the other leading public administration journals. In this respect, it seems clear that there has been a '*JPART* effect' on the intellectual structure of public administration. In fact, there does appear to be a trend towards more management citations amongst the top journals, though not in all of them. Given its greater focus on issues of policy evaluation, it is perhaps unsurprising that *JPAM* has the lowest management citation rate throughout the period – it is one of eleven SSCI public administration journals with no management cites in 2010 (see Table 2). Whether the increasing influence of management articles on public administration scholars will continue in the future and whether this will lead to a reciprocal increase in the interest taken in public administration articles by management scholars are important and interesting topics for subsequent research.

[Position of FIGURE 3]

Has the emergence of the New Public Management influenced the connections between generic management studies and public administration?
Table 3 presents the results from an analysis of the number of articles in top management studies journals featuring strategy or bureaucracy in the title or abstract between 1997 and 2010. The table highlights that strategy is a subject matter that receives considerable attention within the generic management studies journals, but that bureaucracy does not, which is suggestive of declining engagement with a topic traditionally associated with public sector organizations. Nevertheless, although bureaucracy appears to be little-studied by management studies scholars, during the period analyzed there is no noticeable increase in interest in strategy vis-à-vis bureaucracy. To explore the issue of changing subject matter further we therefore analyzed the rates of citation to strategy and bureaucracy in *ASQ* between the years 1967 and 1980 and compared them to our findings for 1997-2010. We found that slightly more articles focused on bureaucracy (11) than strategy (9) in ASQ between 1967 and 1980, whereas vastly more articles deal with strategy (32) than bureaucracy (2) in the period 1997-2010. This preliminary analysis suggests that the subject matter of the field of generic management studies may well have undergone a radical change in the 1980s at the same time as the public sector in Anglo-Saxon countries experienced dramatic reforms. Systematic analysis of the debates within the public administration and generic management literatures would cast additional valuable light on the interconnections between declining interest in bureaucracy and waxing interest in strategy.

[Position of TABLE 3]

By way of exploring the effects of NPM in greater depth, an evaluation of the topic of organizational performance in public administration scholarship is added to our analysis of the topics of strategy and bureaucracy in generic management studies. To assess whether public administration scholars interested in the performance of public organizations are more connected with the generic management literature, we draw on research carried out by Andrews, Boyne and Walker (2011). This work identifies those empirical studies in all public administration journals dealing with organizational performance in the public sector between 2000 and 2010. We supplement this list of articles with a further seven published between 1997 and 1999, and for the sake of consistency,

restrict the sample to only those published in our top six journals (see Appendix A in the supplemental file for the full details). From this sample of studies of organizational performance in the public sector, we find a rate of citation to articles in the top six management journals more than five times higher than in public administration articles in general. This adds further support to our argument that NPM has prompted public administration researchers to take much greater interest in the work in generic management journals, and highlights one potential source of the (albeit limited) convergence towards management studies.

Discussion

In this paper we used bibliometric methods to explore the relationship between public administration and management studies. The arguments of scholars concerned that the academic communities of management and organization studies and public administration pass each other by like ships in the night received fairly strong support. Articles published in public administration journals are almost entirely ignored by scholars publishing in the top management journals. Even though organizational research in the public sector is still being published in management journals, that work appears to be largely divorced from the academic community dedicated to studying public organizations. At the same time, articles published in the top management journals are generally cited very little in public administration outlets. However, the work published in some journals, such as *IPMJ* and *JPART*, appears to be much more sympathetic to some of the most influential research published by organization scientists. In fact, citations in the top six public administration journals to research in generic management are increasing. Moreover, it seems that in the wake of NPM the intellectual structure of public administration is becoming more open to the influence of ideas and concepts developed in management studies. These findings have important implications.

Our analysis shows that the relationship between public administration and generic management research is not exactly still one of ships passing in the night, rather there appears to be a dimly-lit one-way street emerging. Work published in generic management journals is becoming more influential within the field of public administration, but management and organization studies remains impervious to the influence of public administration. In many ways this is perfectly understandable, since public administration might be thought of as a sub-field of management (as well as other broader disciplines, such as political science) (Wright, 2011). Moreover, there are many more researchers working within mainstream management and organization studies. Hence, the size of the management and organization community may mean that the sheer quantity and quality of the work being produced is likely greater than that confined to the public administration 'ghetto'. At the same time, there are fewer restrictions on the research topics available to management scholars. Not only are there more researchers working within the field of management and organization studies, but those researchers are also given licence to range across the public, private and nonprofit sectors in pursuit of new advances in knowledge. Researchers publishing in management journals may have become less interested in researching public organizations, but their counterparts publishing in public administration outlets are constrained to specialize in the sector to which those journals are bound – and perhaps to citing those authors published in them.

Of course, our analysis has several limitations that offer opportunities for further research on the issue of the relationship between public administration and management studies. We have already noted that by restricting ourselves to the top six management journals our analysis almost certainly underestimates the influence of mainstream management and organization studies on public administration – and this may also be true of the influence of public administration on mainstream management studies. For example, there are several European management and organization studies journals that should be included in any future analysis, such as *Human Relations*, *Journal of Management Studies*, *Organization Studies*, which have actually featured analyses of the effects of NPM in public sector organizations (see, for example, Ackroyd, Hughes and Soothill, 1989;

Chandler, Barry and Clark, 2002; Thomas and Davies, 2005). Similarly, some key public administration journals, such as *IMPJ* and *PMR*, have taken more interest in the reforms sparked by the NPM than more policy-orientated outlets, such as (in different ways) *Governance* and *JPAM*. It would also be interesting to develop a model predicting the likelihood of a public administration article (or scholar) citing a management article. This could be accomplished by assessing whether the type of paper (theory or empirical), the type of method (qualitative or quantitative), country of origin, number of authors and even the type of theory shapes the propensity to cite across the sectoral divide.

Aside from the opportunities for extending our analysis, there are also a number of practical lessons that can be drawn from our findings. In terms of strengthening the relationship between public administration and generic management research, it may be the case that a research agenda that sought to integrate the different theoretical traditions within the two fields could have wider beneficial effects. For example, Rashman, Withers and Hartley's (2009) review of organizational learning in the public sector illustrates the intellectual benefits a cross-cutting project of this kind could produce. Although public administration has developed a distinctive vocabulary for investigating issues that are thought characteristic of organizing in the public sector, such as capacity or representative bureaucracy, it remains an interdisciplinary enterprise, which inevitably touches upon the concerns of many other branches of social science.

While one test of the quality of organizational research in the public sector might be how effectively public administration scholarship accounts for public administration phenomena, new and innovative theoretical advances seem more likely to occur through the integration of public administration and management studies approaches. In fact, Pfeffer (2006) asserts that "[a]lthough both parties would benefit from more contact with the literature of the other…, public management has the most to gain. That's because public management needs theory to guide its aims of making public organizations and their leadership more effective." If one accepts this argument, then the apparent disconnect between the two in the majority of the public administration journals adds considerable weight to the plea that public management needs help to reconnect with the wider management field (Kelman, 2005); though, equally, incentivising organizational scientists to interact more vigorously with the public administration community may play a role here.

What form might help for public management take? Well, firstly, common complaints made about public management research are that it often relies too heavily on anecdotal evidence, lags behind other fields in its use and development of the most up-to-date quantitative and qualitative methodologies, and is all too frequently atheoretical (Bozeman, 1993; Kelman, 2007; Gill and Meier, 2000). Much of the blame for this has been lain at the door of the field's "ghettoization", so there remains considerable scope for professors, editors and reviewers to support the on-going up-skilling of the researchers in public administration by being more willing to engage with the wider management and organization studies community.

Secondly, institutional backing for organizational research in the public sector could be more forthcoming from the generic management research community. Public administration scholars conceivably look with disdain upon the profit orientation of much business management research and so require considerable encouragement to engage with the "private" management literature. This could be achieved by involving public management researchers in the intellectual life of generic management studies via collaboration on research projects and journal editing through to an increased recognition within teaching programs and professional associations that all organizations are public and have the potential to facilitate or inhibit the creation of social value (Bozeman, 2004). In fact, it may yet even be the case that as public administration is increasingly linked with, or even incorporated, within business schools, that openness to the ideas and concerns of public administration will again become a feature of the field of management studies.

To conclude, despite the downturn in public administration's standing within the wider field of management since the 1970s, for scholars seeking to bridge the two fields there are some reasons

to be cheerful. The influence of mainstream management and organization studies on some of the leading public administration journals is currently growing and is well-established in outlets, such as *IPMJ* and *JPART*, which seek to publish theory and empirical evidence on the management of public organizations. This greater appetite for the concepts and ideas being developed by mainstream management researchers may in time pay off in the shape of even better work on those topics that are best addressed though organizational research in the public sector, such as bureaucratization, non-financial performance and inter-organizational production. If that will cause the flow of intellectual traffic to move in both directions between public administration and management studies, only time will tell.

Acknowledgement

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TABLE 1

The number of citations to *A&S, Gov, JPAM, JPART, PA* and *PAR* articles

in *AMJ, AMR, ASQ, JoM, OS and SMJ* (2010).

Management Journal	Total Cites	A&S	Gov	JPART	JPAM	PA	PAR	PA cites
Academy of Management Journal	6172	-	-	-	-	-	3	3
Academy of Management Review	3360	-	-	-	-	-	-	-
Administrative Science Quarterly	1322	-	-	-	-	-	-	4
Journal of Management	5925	-	-	-	-	-	-	-
Organization Science	5646	-	-	-	-	-	4	4
Strategic Management Journal	5596	-	-	-	-	-	-	-
Total	28,021	0	0	0	0	0	7	11

Note: Total Cites refers to the total number of references cited by those articles published in each of the 6 general management journals during 2010.

The four citations in *ASQ* to public administration journals are to articles published in *Policy Sciences* (2) and *Policy Studies Journal* (2).
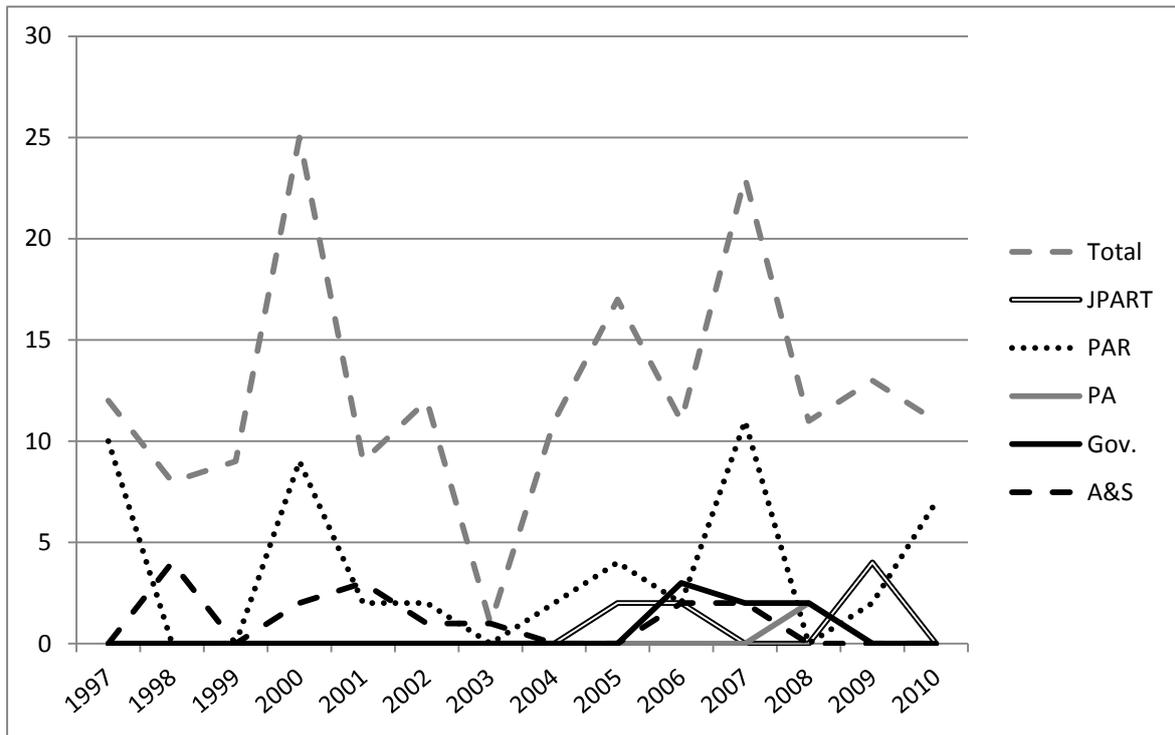
FIGURE 1

The number of citations to *A&S*, *Gov*, *JPART*, *JPAM*, *PA* and *PAR* articles
in *AMJ*, *AMR*, *ASQ*, *JoM* and *OS* (1997-2010).

TABLE 2

Cites to *AMJ*, *AMR*, *ASQ*, *JoM* and *OS* articles in public administration journals (2010)

PA journal	Total Cites	AMR	AMJ	ASQ	JOM	OS	SMJ	Man't cites	%
INNOVAR – Revista de Ciencias Administrativas y Sociales	2902	62	59	52	18	20	75	286	9.8
International Public Management Journal	1317	21	33	22	14	3	10	103	7.8
Journal of Public Administration Research and Theory	3210	32	56	56	20	14	9	187	5.8
Public Management Review	2334	39	29	29	8	6	6	117	5.0
Public Personnel Management	640	4	7	2	7	0	0	20	3.1
Public Administration Review	6055	55	50	40	17	23	21	206	3.4
Administration and Social Work	1211	9	11	7	0	4	0	31	2.5
American Review of Public Administration	2279	12	13	16	3	13	4	61	2.6
Public Administration	3294	14	37	22	2	6	4	85	2.5
Transylvanian Review of Administrative Sciences	842	5	8	4	3	0	3	23	2.7
Amme Idaresi Dergisi	1585	9	7	6	6	0	0	28	1.7
Journal of Homeland Security and Emergency Management	1226	2	2	7	0	10	0	21	1.7
Administration and Society	2701	21	7	7	4	6	15	60	2.2
Review of Public Personnel Administration	1149	12	3	4	0	0	0	19	1.6
Canadian Public Administration	974	4	5	2	2	0	0	22	2.2
Local Government Studies	1559	0	7	10	2	0	6	25	1.6
International Review of Administrative Sciences	1760	9	0	6	4	2	13	34	1.9
Public Money & Management	1143	5	4	3	0	0	0	12	1.0
Review of Policy Research	3480	9	6	11	0	9	17	52	1.4
Journal of Accounting & Public Policy	1352	6	5	2	0	0	3	21	1.2
Policy Studies Journal	1681	5	5	5	0	0	6	21	1.2
Policy Sciences	1236	5	0	3	0	0	0	8	0.6
Environment & Planning C – Government and Policy	3575	8	9	3	0	2	4	26	0.7
Governance – An International Journal of Policy & Administration	1375	2	0	6	0	0	0	8	0.5

Australian Journal of Public Administration	1797	4	4	0	0	0	0	8	0.4
Policy & Politics	2002	0	2	3	3	0	0	8	0.3
Revista del CLAD Reforma y Democracia	795	2	0	0	0	0	0	2	0.2
Journal of European Social Policy	1530	2	0	0	0	0	0	2	0.1
Totals	68801	363	372	330	113	118	205	1501	2.1

Note: Total Cites refers to the total number of references cited by those articles published in each of the 28 Public Administration management journals during 2010. About a quarter of the public administration journals published in 2010 contained no citations to articles in top management journals: Canadian Public Policy, Civil Szemle, Climate Policy, Contemporary Economic Policy, Gestión y Política Pública, Journal of European Public Policy, Journal of Policy Analysis and Management, Journal of Social Policy, Philosophy & Public Affairs, Public Administration and Development and Social Policy and Administration.
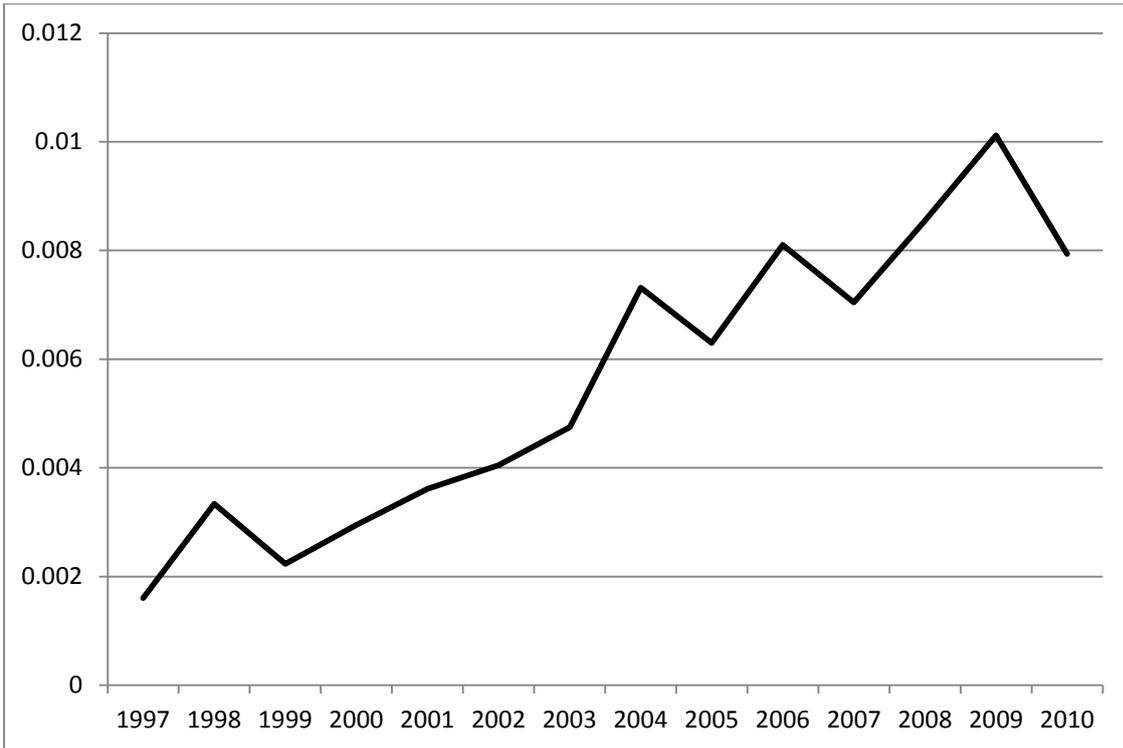
FIGURE 2

Ratio of general management citations to total citations
in top 6 public administration journals (1997-2010).
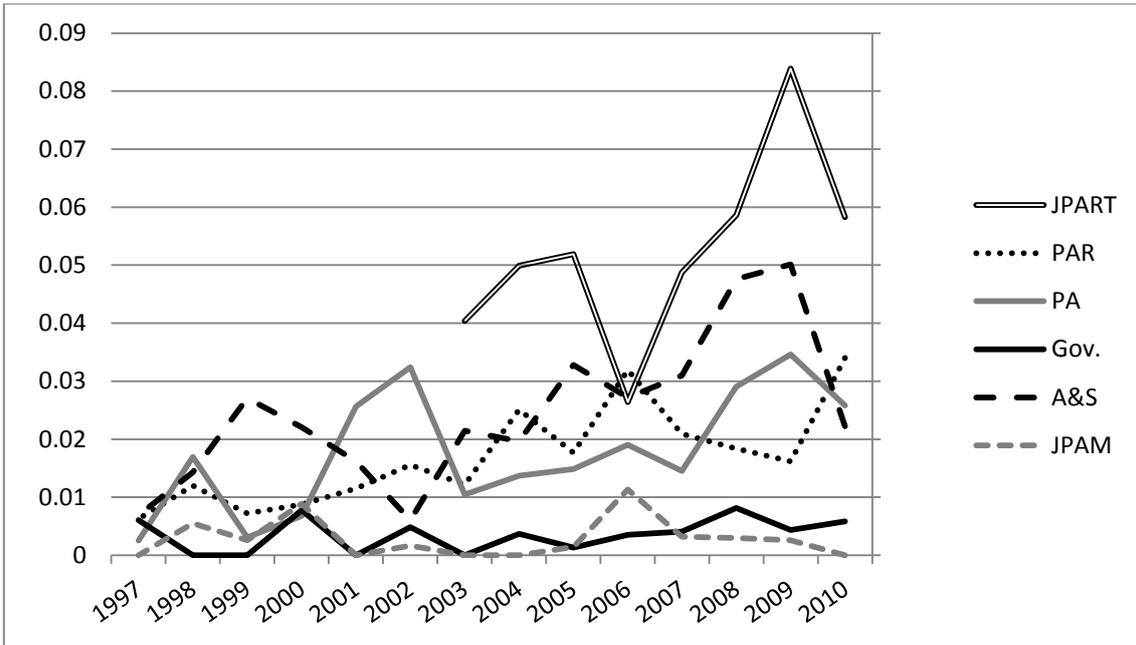
FIGURE 3

Ratio of general management citations to total citations
in *A&S*, *Gov*, *JPART*, *JPAM*, *PA* and *PAR* (1997-2010).

TABLE 3

Number of articles per year having the word strategy (Stra) and bureaucracy (Bur) in their titles or abstracts in *AMJ, AMR, ASQ, JoM, OS and SMJ*.

Publication Year	AMJ		AMR		ASQ		JoM		OS		SMJ		Total	
	Stra	Bur	Stra	Bur	Stra	Bur	Stra	Bur	Stra	Bur	Stra	Bur	Stra	Bur
2010	5	0	1	0	1	0	2	0	10	0	19	0	38	0
2009	9	0	0	0	2	0	5	0	8	0	29	0	53	0
2008	4	0	8	0	1	0	7	0	6	0	23	1	49	1
2007	7	0	6	0	2	1	4	0	9	2	18	0	46	3
2006	2	0	6	0	2	0	3	0	3	0	24	0	40	0
2005	1	0	9	1	2	0	6	0	7	0	18	0	43	2
2004	2	0	6	0	2	0	6	0	6	0	13	0	35	0
2003	6	0	5	0	2	0	5	0	3	0	29	0	50	0
2002	4	0	5	0	1	0	4	0	8	1	25	0	47	1
2001	6	1	2	0	2	0	4	0	8	1	27	0	49	2
2000	16	0	6	0	3	0	8	0	2	1	17	0	52	1
1999	3	0	10	0	2	1	4	0	12	1	23	0	54	2
1998	2	0	7	0	5	0	3	0	14	0	17	0	48	0
1997	2	2	3	0	5	0	4	0	5	0	18	0	37	2
Total	69	3	74	1	32	2	65	0	101	6	300	1	641	14