

CAN INTEGRAL THEORY DEVELOP PUBLIC ADMINISTRATION FOR
TWENTY-FIRST CENTURY CHALLENGES?

A RESEARCH PROJECT SUBMITTED TO THE FACULTY OF NATIONAL
UNIVERSITY IN PARTIAL FULLFILMENT OF THE REQUIREMENTS FOR THE
DEGREE OF

MASTER OF SCIENCE IN PUBLIC ADMINISTRATION

APRIL 2009

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ABSTRACT

The field of public administration has undergone dramatic change in response to a rapidly changing, globalized world. Government services are increasingly contracted to third-party providers and administrators must often collaborate and forge new relationships across traditional institutional boundaries to meet public demands. More than ever before, administrators require the ability to diagnose complex problems and employ new methods that link key individuals and organizations to solve those problems. This study researches integral theory as one possible tool for producing new analytical tools and collaborative methods. This study examines the history of public administration as a technique of determining the current state of administration and the needs of administrators. Furthermore, this study uses the basic elements of integral theory to search for patterns in administrative development. Finally, applications of integral theory to the practice of administration are analyzed to determine the applicability of integral theory to public administration. This research finds consistent development of administrative theory as succeeding generations of administrators adapted to the challenges of their day by improving and expanding methodologies to create new practices. Moreover, integral theory provides for deeper understandings of complex and interconnected problems thereby enabling administrators to develop comprehensive practices and solutions. This study concludes that integral theory offers a practical and comprehensive framework that is essential for modern administrators by innovating methodologies and analytical models.

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Chapter I: Introduction

The subject of this study is to explore the application of integral theory to the field of public administration including its history, current state and future possibilities.

Integral theory is an attempt to create a comprehensive model of reality by accounting for every aspect of reality and integrating the components of human knowledge into a single model or map. The result is the integral map consisting of five basic elements – quadrants, levels, lines, states and types – with each element describing a particular aspect of the world. Taken together, these five essential elements are intended to produce as complete a view of a given subject as possible. Therefore, the intent of integral theory is to provide users of the model a genuine and complete understanding of a given subject in order to increase comprehension and form better decisions.

Integral theory is a relatively new study with the term first coined in the 2001 book *A Theory of Everything* by contemporary philosopher Ken Wilber. Since then, the work of integral scholars has produced applications of integral theory to medicine, psychology, art, management, ecology, spirituality, leadership studies, economics, law and personal transformation. This study explores integral theory as a potential framework for public administration and as a tool to accurately perceive the complexity of modern issues. The understanding of public administration has continuously changed as administrators sought new ways to meet demands of a changing world. The history of public administration is the story of each successive generation of administrators building upon or rejecting the ideas of the past in a search for better methodologies. As the new century offers greater and increasingly complex problems, new ideas will certainly be

applied to public administration. It is in this tradition that integral theory is studied in search for new methods of public administration.

Modern public administrators are increasingly challenged to collaborate across traditional administrative boundaries while continuing to work within traditional hierarchies. This dichotomy has put new strains on the discipline of public administration which is further complicated by rapid developments in information technologies and globalization. This study will explore these challenges in detail and inquire to the possibility of integral theory as a potential framework for solving these emerging challenges. As integral theory is intended to produce a more complete understanding of reality, this study hypothesizes that integral theory offers public administrators a framework to successfully overcome current administrative challenges by purposefully designing comprehensive structures and analytical techniques.

This study will review the history of public administration in America, beginning with Woodrow Wilson's 1887 essay, *The Study of Administration*, and continue to modern commentaries on the current state of administration. The history of public administration will be analyzed using the integral map in a search for patterns, development and clues to new methodologies. This study analyzes the current requirements of public administrators, examining both the historical context of administration and external factors, such as globalization. Lastly, this study will review two applications of integral theory to public administration already in development – meshworking and the Integral Vital Signs Monitor (IVSM). An analysis of these emerging applications of integral theory to public administration will be used to test the

hypothesis and conclude on the potential of integral theory as a framework for public administrators.

Limitations

The practice of public administration is a vast and varied discipline with multiple definitions, models and methods. The scope of this study is limited to public administration as practiced in the United States in order to fit the size and time constraints set for this study. The practice of public administration in the United States is still incredibly diverse, thus an analysis of all commentaries on administration is not possible under the constraints of this study. Therefore, the number of sources were limited and selected by the degree to which each source fit the topic of this study. Sources were found using the resources of the National University library and internet searches for downloadable documents and published works available for purchase.

The purpose of integral theory is to produce a comprehensive model of reality incorporating as many aspects of reality as possible. Therefore a full integral analysis of the entire discipline of public administration is not possible under the scope of this study. However, this study is able to use elements of the integral map to produce an analysis to test the hypothesis. This study is primarily concerned with quadrants, levels and lines as an exploration into the development of public administration. A discussion of states and types that are present within public administration are no less important and would warrant further research to produce a full analysis using the integral map.

The number of case studies has been limited in order to fit the constraints of this study. Two principle case study topics were selected for this study – meshworking and the Integral Vital Signs Monitor (IVSM). Both of these topics were purposefully selected

in response to the needs of current public administrators as researched in this study. Therefore, this study does not include other potential uses of integral theory in public administration. Furthermore, the established use of integral theory in public administration is limited and subsequently the number of sources is also limited. This study bases its conclusion on the ability of these two methodologies to meet the current needs of administrators. A full integral analysis of public administration and the consideration of as many potential uses of the theory as possible would produce a more accurate test of the hypothesis, yet such an undertaking is not possible under the scope set forth for this study.

Theoretical Framework: The Integral Map

Integral theory employs five essential elements each describing a particular aspect of the world - quadrants, levels, lines, states and types. Taken together, these five elements are intended to produce as complete a view of a given subject as possible. This section will review the elements of the integral map as they will be used throughout the study in analyses and as direct methodologies to public administration. The integral map begins with four quadrants as the four basic perspectives present in each moment or aspect of reality. Integral theory insists that development occurs simultaneously in each quadrant, expressed as stages or levels of development, with specific aspects of development further described as lines of development. While integral theory proposes that development is permanent, temporary changes can also occur and are called state changes or simply states. Finally, different types exist that further describe the differences within the integral map. All five of these elements are combined in the integral map as a singular model for describing reality. This section will primarily

review quadrants, levels and lines as the chief elements used in this study with a basic description of states and types to produce a complete discussion of the integral map.

The Quadrants

The integral map first makes a distinction between the internal and external dimensions, or perspectives. This distinction is divided between internal (or subjective) phenomena and external (or objective) phenomena. Each subjective and objective dimension of reality has an individual and collective (or group) perspective. Thus, the interior of the individual is a subjective perspective, and the interior of the collective is an intersubjective perspective. Similarly, the exterior of the individual is an objective perspective, and the exterior of the collective is an interobjective perspective. Therefore all perspectives of a given phenomena can be reduced to the four basic perspectives of subjective and intersubjective, objective and interobjective (Esbjorn-Hargens, 2009, p.7).

Together, these four perspectives in relation to one another produce four quadrants. A common method for referring to the differing perspectives is by the location of the quadrant (Esbjorn-Hargens, 2009, p.3). The subjective, or individual interior quadrant is the Upper-Left (UL) quadrant; the intersubjective, or collective interior quadrant is the Lower-Left (LL) quadrant; the objective, or individual exterior quadrant is the Upper-Right (UR) quadrant; and finally, the interobjective, or collective exterior is the Lower-Right (LR) quadrant. These quadrants are illustrated in the figure the following page:

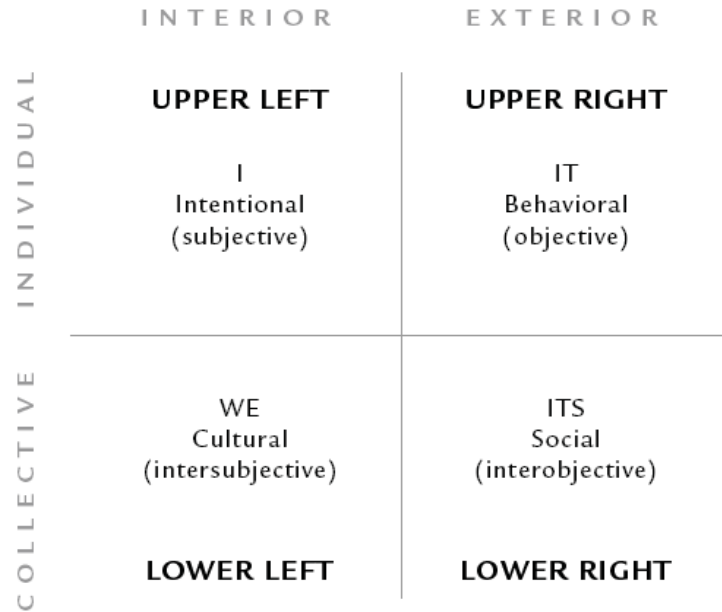


Figure 1: The four quadrants. From “An Overview of Integral Theory,” by S. Esbjorn-Hargens, 2009, Integral Institute, Research Paper No. 1, p. 3.

These four basic perspectives may also be viewed as the four basic dimensions of reality indicated by basic pronouns. The individual interior (UL) quadrant is the ‘I’ dimension, the collective interior (LL) quadrant is the ‘we’ dimension, the individual exterior (UR) quadrant is the ‘it’ dimension, and the collective exterior (LR) quadrant is the ‘its’ dimension (Esbjorn-Hargens, 2009, p. 4). Integral theory maintains that each of these four perspectives are present in any given subject or moment, and to see a situation in its entirety, each perspective or dimension must be considered. For example, a city council meeting viewed through all four quadrants includes the interior feelings and intentions of every individual (UL subjective quadrant), cultural dynamics of the council and community (LL intersubjective quadrant), behavioral observations of every

individual (UR objective quadrant), and organizational dynamics, procedures and systems (LR interobjective quadrant). Thus the quadrants found in the integral map guide the inclusion of multiple aspects in a given subject that may otherwise go unnoticed. The figure below represents the four quadrants as viewed through individual awareness:

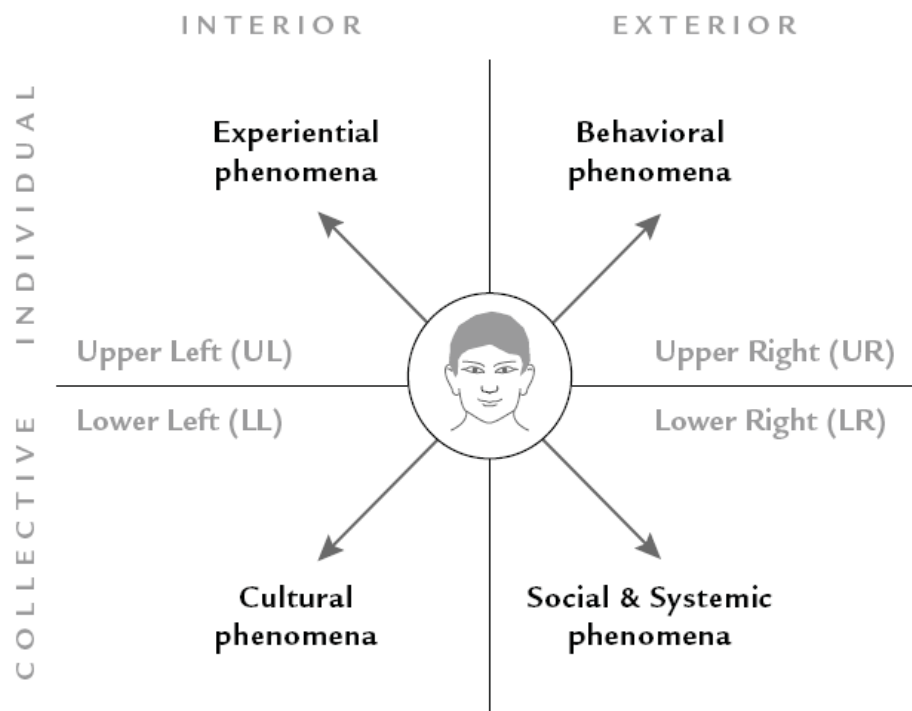


Figure 2: The four quadrants of an individual. From “An Overview of Integral Theory,” by S. Esbjorn-Hagens, 2009, Integral Institute, Research Paper No. 1, p. 5.

Levels of Development

The world is in a constant state of change and change is present in each of the four fundamental perspectives or quadrants. Integral theory maintains that change often occurs in the form of development from simple to ever increasingly complex forms. For

example, life routinely develops from single cells to complete organisms; history shows that societies, organizations and cultures develop; and studies show development within the human psyche. Therefore, any complete description of a subject must include development. The integral map accounts for development within the quadrants as expressed as stages or levels of development. The term holarchy is used to describe development wherein each new level of development builds upon previous developments and transcends into new layers of complexity (Esbjorn-Hargens, 2009, p.8). For example, in the objective UR quadrant the enveloping levels found in matter contain subatomic particles that construct atoms, which make up molecules, to cells, tissue, organs and systems of organs. Such an example of development, where each element is crucial to the entire sequence, is known as a growth hierarchy (Wilber, 2001, p. 25). Without atoms, molecules and any subsequent higher form of development could not exist.

Development often unfolds with fluidity and can be open to interpretation.

Numerous models of human development have been produced including Spiral Dynamics which is based on the work of psychologist Clare Graves, Don Beck and Christopher Cowan. Research has shown what Clare Graves called a “progressive subordination of older, lower-order behavior systems to newer, higher-order systems as an individual’s existential problems change” (as cited in Wilber, 2001, p. 6). The Spiral Dynamics model demonstrates that the core psychological state of an individual has direct influence on any number of human experiences such as feelings, values, biochemistry, belief systems, and preferences for education, economics and politics. The figure below represents levels of development found in each quadrant and the relationship of development in one quadrant to another.

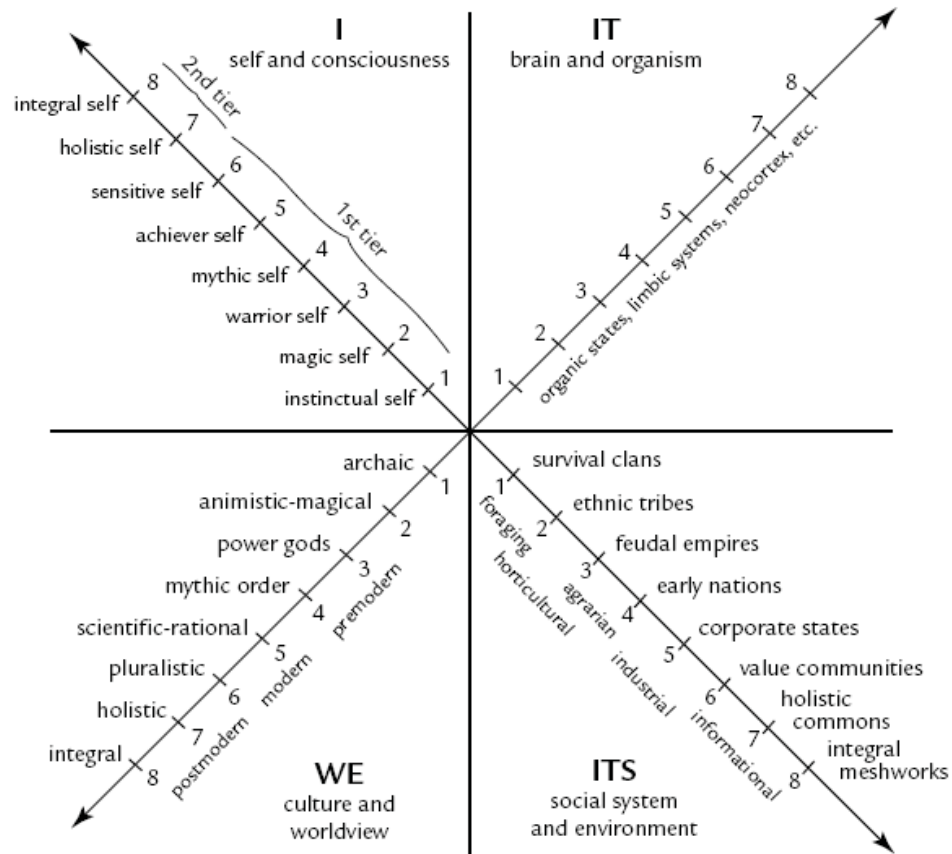


Figure 3: Some levels in the four quadrants. From “An Overview of Integral Theory,” by S. Esbjorn-Hargens, 2009, Integral Institute, Research Paper No. 1, p. 8.

The Spiral Dynamics model distinguishes the core psychological states through eight common levels defined by different names or colors. The first six levels of development are classified as “subsistence levels” or “first-tier” followed by “second-tier” levels of consciousness (Wilber, 2001, p. 8). The first-tier levels are (Wilber, 2001 p. 9):

1. Archaic-Instinctual (beige): Survival by basic needs as found in the formation of the first human societies.

2. Magical-Animistic (purple): Characterized by the formation of ethnic tribes, strong magical beliefs and also found in gangs.
3. Power Gods (red): Marked by the first distinct self characterized by egocentricity, magical-mythic spirits, feudalism, and rebellious youth.
4. Mythic Order (blue): Life is given purpose through strong belief systems of right and wrong; rigid social hierarchies (e.g. religious fundamentalism, nationalism and totalitarianism).
5. Scientific Achievement (orange): Individual truth sought through rational sciences (e.g. the Enlightenment, materialism and colonialism).
6. The Sensitive Self (green): Dogma and rationality rejected in favor of community, ecology and networking (e.g. postmodernism, pluralistic relativism).

These six first-tier levels are distinguished by their relationships to one another as each successive level generally rejects the worldview of the previous levels. Second-tier consciousness is distinguished from first-tier consciousness as recognition of the value and importance of all previous levels or value systems within the developmental model (Wilber, 2001, p. 12). The Spiral Dynamics model articulates two second-tier levels of development, the first being Integrative (yellow) which recognizes the natural flows of development and the second, Holistic level (turquoise) which is characterized by the ability to construct holistic systems. The figure below illustrates the levels of development as each subsequent level encapsulates and incorporates previous development.

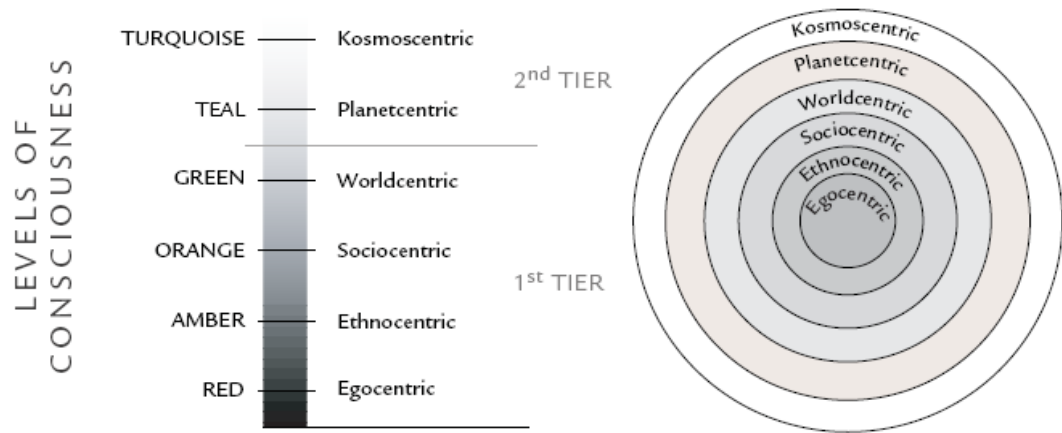


Figure 4: Developmental levels. From “An Overview of Integral Theory,” by S. Esbjorn-Hargens, 2009, Integral Institute, Research Paper No. 1, p. 9.

Lines of Development

Lines describe a certain aspect of development within a quadrant that progress through levels of increasing complexity. For instance, various lines of development within the subjective UL quadrant represent the various elements of individual-interior awareness. Integral theory proposes that development in one line often correlates to development in other lines across the quadrants thus indicating the complex and highly interconnected relationships that exist within the quadrants. For example, development on the cognitive line in the subjective UL quadrant often corresponds to behavioral developments in the UR objective quadrant, intersubjective capacities in the LL quadrant and grammatical structures in the LR quadrant (Esbjorn-Hargens, 2009, p.10). The figure below illustrates common lines of development present within each quadrant:

	INTERIOR	EXTERIOR
INDIVIDUAL	Cognitive awareness Emotional access Interpersonal skills Psychosexual expression Moral capacity Spiritual experience Self-identity dynamics	Organic structures Neuronal systems Neurotransmitters Brainwave patterns Skeletal-muscular growth Nutritional intake Kinesthetic capacity
	I	IT
COLLECTIVE	Worldviews Intersubjective dynamics Linguistic meaning Cultural values Background cultural contexts Philosophical positions Religious understandings	Forces of production Geopolitical structures Ecosystems Written legal codes Architectural styles Grammatical systems Evolutionary paths
	WE	ITS

Figure 5: Some lines in the four quadrants. From “An Overview of Integral Theory,” by S. Esbjorn-Hargens, 2009, Integral Institute, Research Paper No. 1, p. 12.

AQAL

On the integral map, states express a temporary change rather than a permanent development. A temporary state change can last for few seconds, days or even years (Esbjorn-Hargens, 2009, p. 13). For example, the taking of drugs or alcohol can produce a temporary change of state within an individual, just as the yelling of ‘fire’ in a crowd can temporarily produce group hysteria. Irrespective of any development or state, types further define differences within the quadrants. For instance, personality types, gender types, blood types, body types, religious and kinship systems and regime types are all examples of different types that exist regardless of development or state (Esbjorn-Hargens, 2009, p. 15).

The combination of these five elements: quadrants, levels, lines, states and types is also referred to AQAL (pronounced Ah-qwul) or All Quadrants, All Levels, all lines, all states and all types (Esbjorn-Hargens, 2009, p. 2). An AQAL analysis is one that incorporates each of these elements to construct as complete an analysis as possible. While there are deeper aspects of the integral map, these five basic elements are the foundation of the integral map. The theoretical framework provided by this study represents the very basic elements of integral theory as a starting point for a beginning integral analysis of public administration.

Chapter II: Literature Review

A History of Administrative Thought in America

Administrative practices have been in a continuous state of change as each society sought to meet the challenges of its day. In the classic 1947 public administrative text, *Administrative State*, Dwight Waldo found that twentieth-century public administration grew out of the industrial revolution of the nineteenth-century (as cited in McCurdy & Rosenbloom, 2006, p. 207). As whole societies went from largely agrarian based to industrialized nations, human productivity was organized on a scale never before achieved thus requiring matching forms of organizational bureaucracy to manage people and production.

The change of pace in American society accelerated during the industrial revolution with advances in technology, production, trade and communications (Stillman, 2005, p. 5). The Civil Service Act of 1883 represented American recognition that bureaucratic reform was required to manage the increasing complexities of society. Woodrow Wilson's essay, *The Study of Administration*, was a resounding call for greater inquiry into the relationship of governance and American life. Wilson described public administration's collective duty to:

Supply the best possible life to a federal organization, to systems within systems; to make town, city, county, state, and federal governments live with a like strength and an equally assured healthfulness, keeping each unquestionably its own master and yet making all interdependent and cooperative. (p. 15)

Wilson found the unique federal structure of American government to be a strength, in which "governments [are] joined with governments for the pursuit of

common purposes” (as cited in Stillman, 2005, p. 15). Within this system of governments, Wilson drew a distinction between the political and administrative spheres of governance to ensure democratic control over the administration of government policy. Thus, in Wilson’s view, the purpose of administration is to implement the policy decisions set by an elected body. Many scholars of modern administrative theory argue that politics and administration can never be completely separated, creating a “politics-administrative dichotomy” (Stillman, 2005, p. 5).

The first formulated attempt at administration occurred four decades after Wilson’s essay in the form of POSDCORB (the basic administrative functions of planning, organizing, staffing, directing, coordinating, reporting and budgeting). The theory of POSDCORB was the foundation of Leonard White’s *Introduction to the Study of Public Administration*, published in 1926 (Stillman, 2005, p. 20). POSDCORB represents an objective, rational view of administration as a series of steps or functions of government. POSDCORB also represents the first attempt at a framework or methodology of government administration in line with an efficient, ‘military model’ or systems view of governance. The basic framework provided by POSDCORB fit the emergent needs of the time, most notably the Great Depression and World War II which both required massive government administration and organization. Although POSDCORB was later supplanted by new ideas, its methodology was an important beginning.

After World War II, America became a world superpower as the leader of the capitalist free-market model. The discipline of public administration grew as government took on greater responsibilities with the expansion of education, science, military, and

public works (Stillman, 2005, p. 21). POSDCORB was viewed by many as insufficient for the needs of the time and was supplanted by a flourish of new ideas. POSDCORB became one method among many in the expanded studies of administration. Increasing development of the social sciences such as economics, political sciences, psychology, comparative studies, and business, etc. were all incorporated into the understanding of administration. This post-war period became known as the “Social Science Heterodoxy,” and with the integration of social sciences into public administration, many questioned the value of administration as its own science. The period of social science heterodoxy represents a clear attempt by administrators to transcend the POSDCORB model and include the wealth of developing ideas in the social sciences. In 1947, political scientist Robert Dahl stressed the values of realism, behavioralism and scientific rigor as a realignment of governance (Stillman, 2005, p. 21). Thus, the post-war era marked a new era in public administration.

The post-modern, deconstructionist era beginning in the 1960’s saw another wave in administrative thought. The period beginning in the late sixties to the late eighties became recognized as a reassertion of democratic idealism. This period of democratic idealism was marked by a rejection of the past public administrative movements of the POSDCORB model and the Social Science Heterodoxy. A new generation of administrative thinkers, such as Indiana University Professor Vincent Ostrom, rejected hierarchical systems models in favor of “fragmented, overlapping, decentralized authority” (Stillman, 2005, p. 23). These young administrative thinkers saw inefficiencies in bureaucratic systems that were not in line with democratic values. Rather, this era is characterized by the movement to increase democratic participation in

government, the broadened study of administration to include public management and public policy, and a general increase in specializations within administration (Stillman, 2005, p. 24).

The State of Administration Today

Following the period of reasserting democratic idealism within public administration, Stillman notes that the fall of the Berlin Wall and subsequent end to the Cold War brought about dramatic world changes. With the United States as the sole super power and the development of a global economy, information technologies and environmental challenges have dramatically reshaped the “complexities and challenges of government” (Stillman, 2005, p. 25). Such changes are producing shifts towards nonhierarchical systems, or as Thomas L. Friedman (2007) articulates in his view of globalization, a “flat world.” In the wake of such complex challenges, public administration has entered a period of reevaluating the very nature of public administration. Thus, in this globalized, flat-world context, present-day administrators find themselves adapting to complex modern challenges through increasingly nonhierarchical systems.

Therefore, the drivers of globalization are critical to understanding present challenges. In *The World is Flat* (2007), Friedman argues that ten critical factors and the convergence of those factors reshaped the world of the twenty-first century in a fundamental way:

- The surge of capitalism as the sole economic system in the world following the end of the Cold War.

- Mass access to information through the internet brought about by the innovation of the internet browser (p. 63).
- The development of work-flow software which connects work systems driving productivity (p. 81).
- Collaboration through communities using web based technologies drives innovation (p. 95).
- Outsourcing brought on by the digital revolution enabled cheaper production at greater levels (p. 131).
- The off-shoring of businesses has increased competition, produced cheaper services, and create a global economy (p. 139).
- Global supply chains enable companies to find the best producers at the cheapest prices driving economies and competition (p. 153).
- In-sourcing, or horizontal collaboration enables the smaller companies to compete on a global playing field (p. 169).
- The empowerment of the individual to find information on their own through content searches, like Google, “equalizes access to information,” drives creativity and innovation (p. 184).
- Digital technologies enable new forms of collaboration that further global partnerships and development (p. 198).

These drivers of globalization have converged to unleash productivity, creativity and sharing to ever-increasing levels. Such global convergences have local consequences and outcomes that effect systems of governance. Today, public administration finds itself in this globalized world and subsequently, many modern commentaries on the future of administration discuss horizontal, nonhierarchical methods of governance. Donald Kettl (2002) concludes that the current state of public administration is a vastly different from that of Wilson's world. Where Wilson advocated for strong hierarchical institutions that fit into systems within systems, and policy making that was separate from policy administration, today's administrative agencies are highly interdependent and have dramatically increased reliance on third-party partners (or, contracted services) (p. 51). In fact, an estimate of the amount of contracted federal government services has doubled from 40 percent in the 1980's to over 80 percent by the end of the twentieth century (p. 52). The combination of contracts, grants, loans and regulation has left few services directly provided by any level of government although local governments still generally provide direct services such as police, fire, emergency, and education (p. 52).

The shift in provision of services has no doubt changed administration from a direct provider to an indirect manager of public services. Kettl (2002) notes that the shift to contract management requires people with a different set of skills within administration (p. 53). Furthermore, privatization of services has created a new paradox in administration where hierarchical institutions that were designed to provide services must now supervise services mostly provided by multiple third parties that are often private entities. Thus, hierarchical institutions now find themselves managing an increasingly nonhierarchical, horizontal model of administration (p. 120) for which they

are often ill-equipped. Additionally, non-governmental agencies that provide contracted services are now under increased government scrutiny.

Thus, emerging administrative or operational problems create a reoccurring crisis in modern governance. Currently, when problems arise, elected officials must look to reorganize systems and clarify roles of responsibility to prevent further problems, as Kettl (2002) noted: “as management responsibilities have become broadly shared, it has become harder to define clearly who is in charge of what” (p. 120). Thus, the state of administration today is much more complex than of the former hierarchical systems. Today, government at all levels is organized both *vertically and horizontally*. Governmental levels are organized horizontally in the sense that governments must coordinate and integrate with other agencies both public and private, and vertically in the traditional hierarchical sense of “multi-layered federalism” (transformation 128).

Furthermore, Kettl (2002) suggests that administration in a democracy is a paradox between providing expertise to answer the public’s wants and needs while limiting expertise so that individual power does not intrude on individual liberty (p. 151). This paradox is a common source of frustration shared by politicians and administrators alike. Indeed, Kettl argues that this paradox fuels four reoccurring tradeoffs in administration: responsiveness versus efficiency; centralization versus decentralization; strong executive versus separation of powers; and federal control versus federalism. This tug-and-pull within the American democratic system of administration adds yet another layer of complexity to a globalized world. Kettl notes that public administration has “struggled for greater precision,” and sought “replicable propositions” yet has been unable to find the answers to these tradeoffs (p. 151).

Changes in the systematic nature of public administration correspondingly produced changes within the personnel demographics of the field. According to Light (1999) today's public workforce is dramatically different than past workforces. No longer do workers stay within a singular bureaucratic system, moving up the hierarchical chain throughout a career. Rather, workers now demand tangible benefits at the beginning of a career in that they desire the satisfaction of having made a difference in the world at career entry and beyond. This motivation makes public servants much more mobile, willing to serve in both public and private sectors as a way of making an impact in their communities (p. 1). Despite this characteristic flex within the public service workforce, Light notes that "a common commitment to make a difference in the world" is the basic motivation for the public servant that remains unchanged (p. 28). Yet a "dizzying pace" of change, as a result of constant reforms at all levels of governments, requires administrators to stay at the forefront of new developments while effectively managing a shifting workforce (Berman, Bowman, Van Wart, & West, 2006, p. 29).

The totality of these changes in public administration has correspondingly affected the approach by administrators to meet emerging challenges. McCurdy and Rosenbloom (2006) note that in Waldo's post-war era, the primary method for adapting to administrative challenges was to "reform through structural change." However, modern public administrators choose to meet new challenges by relying on leadership and establishing networks of public, for-profit and non-profit entities (p. 208). The authors agree with Kettl's (2002) argument that a common disadvantage of the modern approach is the recurring issue of accountability.

McCurdy and Rosenbloom (2006) point to another important argument made by Waldo that efficiency is relative and not an absolute. Waldo believed that the administrative emphasis on hierarchy was in part a search for greater efficiency within the administrative system. However, Waldo argued that efficiency was relative to changing values. For Waldo, efficiency for efficiency's sake was impractical and misleading. McCurdy and Rosenbloom conclude that efficiency alone conflicts with democratic ideals of "transparency, accountability, individual rights, due process and constitutional principles" and that this dichotomy with efficiency creates a state of constant change in modern administration (p. 209).

An example of the modern administrative state, characterized by nonhierarchical decentralization into networks with murky definitions of accountability, is the incredibly large federal Medicare and Medicaid programs. Today, the federal government does not provide health care or manage health care providers. Rather, the government's role is to "manage the managers" and provide system oversight. In this arrangement, the federal government sets the standards within the programs and oversees compliance to those standards. State governments then tailor the programs according to local preference while also following the federal government's example and contract out management of their programs to intermediaries. The result is an effective publicly funded system that is not publicly run. However, Kettl (2002) is quick to point out that "responsibility is broadly shared with no one fully in charge" (p. 124). This example is in stark contrast to the Wilsonian world of hierarchical institutions and direct government services.

Kettle (2002) observes that welfare reform is another example of the changes in public administration from the 'Great Society' programs of the Johnson era to the

reforms of the 1990's. In contrast to direct service welfare programs, reformers built a complex, decentralized network by dividing locales into several smaller regions with the objective of moving recipients off of welfare and into jobs. The responsibility for the program in each region was contracted out, requiring the government to administer the contracting process and maintain oversight of the program's success. This effort required the creation of broad coalitions of providers to move people off of welfare and into jobs. This horizontal network was the key to creating the customized, local solutions in stark contrast to the old bureaucratic hierarchical model best adapted to providing a direct service (p. 125).

According to Fox and Miller, public administration does not require a foundational orthodoxy (p. 132), rather, they argue that public administration should be open to "coherent theoretical redescription" (p. 134). Specifically, the postmodern emphasis on "antifoundationalism" and "perspectivism" offers a new language to reinterpret public administration (p. 135), that the boundaries between institutions, bureaucracies and citizens can be permeable (p. 136). Denhardt, J. and Denhardt, R. (2002) conclude that "theories [of public administration] do matter;" where theories, values and beliefs can "facilitate or constrain, encourage or discourage" administrative actions. (p. 191). The starting point for public administrators is in their own intent (p. 193) whereby "through self-reflection... we can develop our capacity to serve others and recapture the pride we are missing as public servants" (p. 194). Furthermore a change in an administrator's individual intent can correspondingly change behavior. Thus, the authors call for nothing less than a redefinition of public administration as a

“fundamental reordering of values,” (p. 192) a change in values that calls for increased citizen participation and a dedication to making the world a better place through service.

Meshworks: Applying Integral Theory to Public Administration

In *A Theory of Everything* (2001), Wilber observes that emerging global systems and nonhierarchical networks are developing from corporate entities and value-based communities that are outside conventional hierarchical institutions. This view is in similar form to Kettl’s (2002) argument that modern administrative structures are organized both vertically and horizontally (p. 128). Wilber (2001) argues that these interdependent systems require new forms of governance that must be capable of integrating systems across traditional hierarchical divisions (p. 90). Similarly, Ellin (2006) outlines a vision of a new era in urban planning and design including mixed use, hybridized and connected spaces. Ellin argues that “interventions at the urban or regional scales require integration (or hybrids) at another level, that of political and administrative units such as school districts, parks and recreation departments, transit authorities, zoning boards, neighborhood homeowners’ associations, and real estate” (p. 41).

A meshwork is a concept (created by Don Beck, founder of Spiral Dynamics Integral) as a means for integrating nonhierarchical systems (Rice, 2009). Hamilton (2008) defines meshworking as “enabling hierarchies and self-organizing webs of relationships by aligning different capacities, function and locations so they can be of service to a purpose and to each other” (p. 222). Meshworking then is an attempt at creating more “effective partnerships to develop systemic solutions for global challenges” (Bets, Fourman, Merry, Voorhoeve, 2008, p. 2). A meshwork differs from the traditional

network in relation to individual self-interest. Each individual's self interest is the prime motivation in a network. Conversely, in a meshwork, each individual's self-interest is aligned with the common purpose of the group. Hamilton (2008) observes that the strength in the meshwork concept is the dual abilities to flex and flow by self-organizing while still operating within hierarchical structures (p. 222). Furthermore, the value of meshworking is that equal weight is given to the objective and interobjective realms as well as the subjective and intersubjective spaces (p. 224). In other words, a meshwork is intended to be balanced and aligned with the integral map.

The Center for Human Emergence outlines the meshwork process based on the Millennium Development Goal One project in Chile. To begin a meshwork, a group must first "identify and align around the need and purpose" (Bets, Fourman, Merry, Voorhoeve, 2008, p. 5). This common purpose sets the goal or desired end-state. The next step then is to "identify the core pillars that would support a bridge from the current situation" to the desired end-state. Next, "conditions of success" must be identified in each pillar. Finally, the stories of success are identified for each pillar creating specific actions. Thus, these steps create a framework for achieving a common purpose and collaborative actions. Within this context, each partner's unique attributes and capabilities must be recognized with special focus on relating the benefits of participation to each member (p. 6). This is done to align individual motivation with the common purpose of the meshwork. Furthermore, the more involved each partner is with the achievement of the common purpose, the more likely each individual will take ownership and accountability for outcomes (p. 7). Consequently, the qualities of relationships within the meshwork are of high importance.

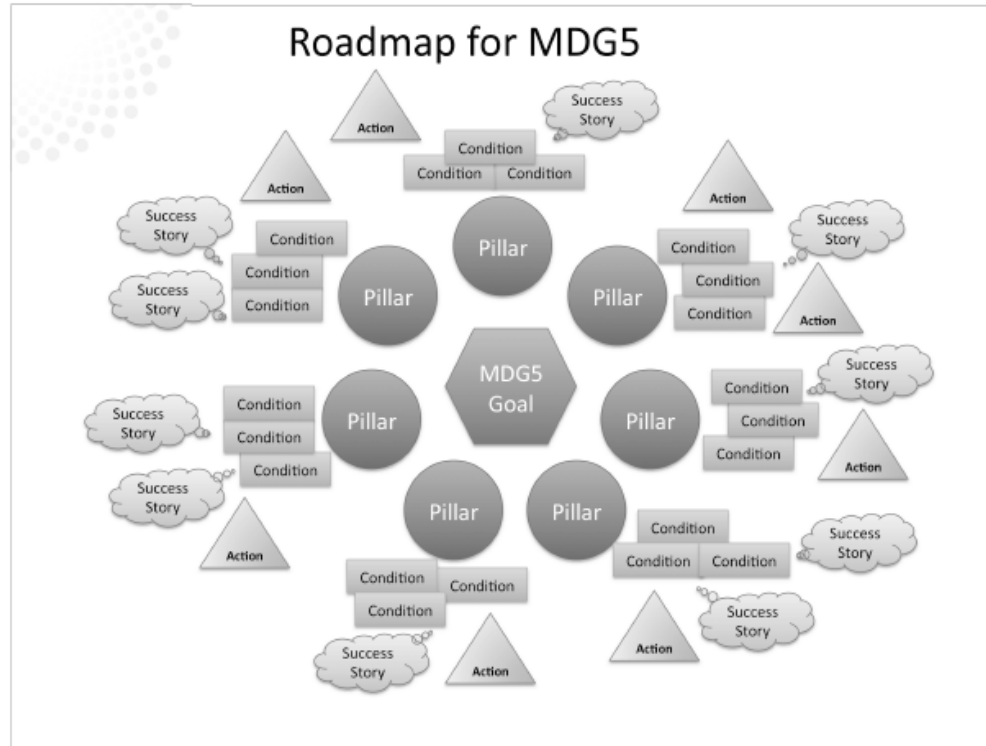


Figure 6: Roadmap for a meshworking process. From “Developing a Meshwork and Roadmap for Millennium Development Goal 5,” by J. Bets, M. Fourman, P. Merry, A. Voorhoeve, 2008, p. 7.

The process of meshworking employs the integral map using all four quadrants (Bets, Fourman, Merry, Voorhoeve, 2008, p. 19). LR interobjective quadrant structures are designed to facilitate group development such as meeting spaces, open spaces, hosting and meeting structures. Seemingly benign, such structures create the proper atmosphere for group and individual development within the meshwork. Such structures inform the creation of group culture in the LR intersubjective quadrant as the meshworking participants begin to relate to one another. Group culture then informs individual intentions (motivations) in the UL subjective quadrant and individual behaviors in the UR objective quadrant. The unfolding process of meshworking relates

all four quadrants to the attainment of desired goals. Personal alignment between intention and behavior is achieved in the meshwork as a result of the synergistic collective culture. Similarly, individual values are aligned with the group by the same process. This four quadrant perspective of a meshwork shows the ability of a meshwork to align the individual self-interest with the interest of the group.

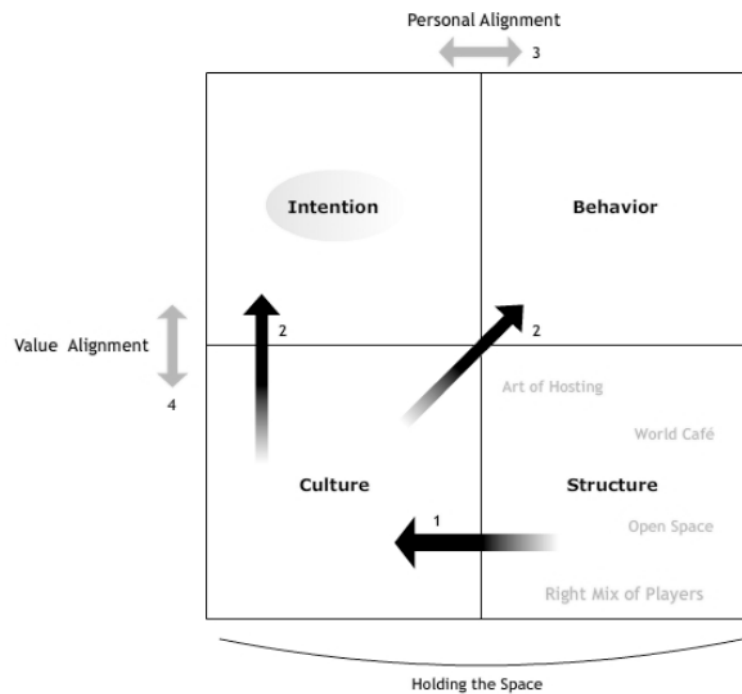


Figure 7: Meshworking process and integral model. From “Developing a Meshwork and Roadmap for Millennium Development Goal 5,” by J. Bets, M. Fourman, P. Merry, A. Voorhoeve, 2008, p. 19.

The meshworking process has been put to use in achievement of Millennium Development Goal (MDG) One in Chile and in efforts to achieve MDG Five by the ‘Parliamentarians Take Action’ group sponsored by the Parliamentary Union and the World Health Organization. Meshworking has also been used in a local setting by Gernia Van Niekerk of the Enrute Foundation in a rural development project in South Africa,

known as the Rosevale Meshwork (Rice, 2009). In this case study, two small rural towns, Rosevale and Mautse are closely linked. Rosevale is dominantly white while Mautse is dominantly black. Economic conditions forced farmers, the local economic mainstay, into bankruptcy. The economic downturn created a cascade of issues from increasing poverty, unmet basic needs, and even lack of youth interest in the indigenous culture.

The Enrute Foundation created a meshwork to mentor and monitor the development process in the rural community with involvement of the community at large. The meshwork included six basic programs identified by members within the community, each aligned with a first-tier level of development: (1) basic needs of food and health; (2) social security; (3) recreational facilities; (4) the implementation of structures and forums; (5) entrepreneurial programs; and (6) planning programs to restore balance in the community (Rice, 2009). Community members were free to choose which program they wanted to get involved with thus ensuring alignment between the individual and program goals. Lastly, each level of programs used the meshworking process to analyze and identify the actions needed to develop the community.

Hamilton (2008) theorizes potential meshwork uses in public governance including research, planning and management (p. 227). Specific examples include meshworks as a catalyst to improve citizen participation and facilitate mediation; foster discussion across traditional administrative hierarchical boundaries; integrate land use planning, social planning, education and health care; facilitate policy changes between multiple branches of government; and enhance leadership, management practices, and strategic planning. Hamilton concludes that meshworks “release and reorganize the

intelligences that are currently blocked by silos,” or traditional hierarchical administrative institutions. The ability of meshworkers to use the integral map and produce accurate analyses is critical to the design and implementation of the meshwork concept (p. 228).

Integral Analysis in Public Administration

Metrics are often produced as a means to measure performance in achieving desired goals. Hamilton (2008) observes that discussions often become “mired in *indicator wars*” or turf battles with one group supporting one set of data and another group supporting another set (p. 231). Instead, the integral map can be a method for producing inclusive sets of data which Hamilton calls an ‘integral vital signs monitor’ or IVSM. Hamilton (2008) defines IVSM as:

An IVSM is a reporting system whose design is based on the integral framework. It utilizes life-sustaining indicators and communicates its results in a universal language. An IVSM system mines existing databases, gathers new data and reports observations in a global graphic language that is accessible to all. Its purpose is to provide life-giving data for making decisions that develop, maintain and emerge the health of local and global systems of interest, for the current generations and generations to come. IVSMs can exist on any scale of the human system and are designed so that they can scale up and down from the individual to the planet. (p. 231)

The IVSM model incorporates sustainability models with social and economic models to produce a comprehensive and balanced model. In IVSM, social and economic factors are related in context to the environment by aligning the interior UL and LL subjective quadrants (social) with the UR and LR objective quadrants (economic) actions (p. 237). Hamilton articulated that the “internal experience is governed by the environment and climate” as well as “external resonance with other people is also influenced by the same factors” (p. 237). Hence, the integral map enables the IVSM

model to be fractal, or scalable to any scale of system while also being holarchic, or able to contain multiple systems (p. 238).

An IVSM works by selecting integrally informed indicators that tracks performance in achieving target goals. These indicators can be divided into two types (1) prehuman, which consist of all the elements necessary for human life (comprised of energy resources, mineral and land resources, water resources, air resources and the biosphere) and (2) human, consisting of human systems (p. 241). A collaborative effort, or meshwork, of individuals selects specific criteria in an IVSM and ensures that indicators are from all four quadrants to produce a balanced and comprehensive analysis (p. 244). Thus the integral vital signs monitor becomes a continuous feedback loop relating current states to capacities (p. 240).

The intent of the IVSM is to produce indicators of “achieving the purpose and objectives of the city in a sustainable way” (p. 247). The integral map enables an analysis of capacity and potential that is critically important to what Hamilton described as “help[ing] us intelligently decide whether we are allocating resources for optimal sustainability and quality of life.” (p. 250). Hamilton’s work prototyped the IVSM model and incorporated the data into a GIS (Geographic Information System) system. In one case study, multiple local government bodies collaborated to develop an IVSM model with agreed upon indicators in response to a worsening environmental state and increasing housing demands. Five principle urban planning factors were considered: water, waste, energy, shelter and land use. Each of the five factors was analyzed using the four quadrants show in the chart below. Using the quadrant model, 25 indicators of water, waste, energy, shelter and land use measured the base-line sustainability of urban

plans. In relation to these base-line needs, social policies were overlaid to indicate the overall health of the city by comparing sustainability of environmental and social systems. (p. 254)

Hamilton (2008) concluded that the IVSM model “enables meshworkers to facilitate insights about the vast complex interconnectedness within quadruple bottom lines of the cosmopolis” (p. 255). In prototype experiments, such as the case study noted above, the integral map has been used to create collaborative groups, or meshworks, of individuals across horizontal, nonhierarchical boundaries within public administration. These prototype meshworks then use the integral map to diagnose public systems, produce indicators of success and guide administrative actions in an integrally informed manner displayed on the integral map in the figure below.

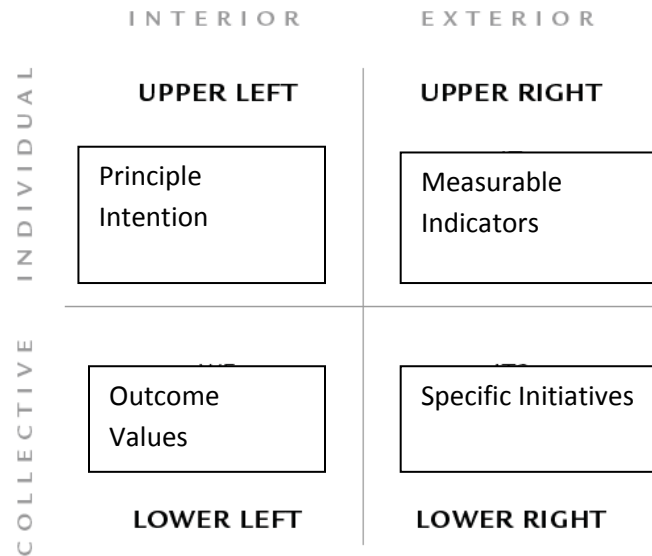


Figure 8: IVSM and the integral model. From Jamin Stortz and “An Overview of Integral Theory,” by S. Esbjorn-Hargens, 2009, Integral Institute, Research Paper No. 1, p. 3.

Chapter III: Methodology

This chapter outlines the methodology used to test the hypothesis that ‘integral theory offers public administrators a framework to successfully overcome current administrative challenges by purposefully designing comprehensive structures and analytical techniques.’ From this hypothesis the thesis question arises: ‘can integral theory develop public administration for twenty-first century challenges?’ In order to test the hypothesis, the thesis question was deconstructed to arrive at a series of methodological steps that guided the selection of sources and the subsequent analysis of those sources in relation to the hypothesis. The thesis question was deconstructed to produce two specific inquiries:

1. What is the current state of public administration?
2. Do the elements of integral theory apply to the study of public administration?

These two basic questions occur by assumption that in order for the hypothesis to be correct both the current state (and requirements) of modern public administration and the capabilities of integral theory must match. Thus, if the study’s findings show a correlation between the current requirements and needs of public administrative theory with the capabilities and uses of integral theory, then the hypothesis is presumed to be correct, that integral theory *can* develop public administration for twenty-first challenges. Conversely, if the study’s findings show that the current requirements of public administrative theory are not met by integral theory, then the hypothesis is presumed to be incorrect, that integral theory *cannot* develop public administration for twenty-first challenges.

To answer the first question, (what is the state of current administration?) sources were selected for commentary on both historical and current states of public administrative theory. This assumption is predicated on the relationship of past administrative theories to current administrative philosophy. Thus the state of current public administration was found by further deconstruction into four fundamental inquiries:

1. What administrative theories were used by past generations of public administrators?
2. Are past administrative theories in a developmental relationship or isolated suppositions?
3. What effect has past administrative thought had on current administrative philosophy?
4. To what effect do external forces have on current administrative theory?

These four questions guided the selection of sources and subsequent research analysis in a search for commentaries that answer these questions. Sources were found through internet searches using Google and the National University online library using the key words 'public administration,' and 'public administration theory.' Additional source material was taken directly from the Master of Public Administration core curriculum textbooks used in the National University degree program. It is important to note that the historical and current context of public administration was limited to observations on the American philosophy of public administration as applied to the distinctly federal system of governance.

The second fundamental question (Do the elements of integral theory apply to the study of public administration?) was deconstructed into three fundamental inquiries:

1. What are the elements of integral theory?
2. Does public administrative theory correlate to elements of integral theory?
3. What integral theory commentaries and case studies on administration and governance exists, and do they support or deny the hypothesis?

These three questions were chosen to produce a general overview and understanding of integral theory as well as search for specific observations on existing work on integral theory applied to public administration. Sources were found using internet keyword searches for 'integral theory,' 'Spiral Dynamics,' and 'meshworking.' The latter two key word searches were discovered through research on integral theory and case study applications of the theory into governance and administration. Elements of integral theory are summarized in the theoretical framework of Chapter I. In order to find association or disassociation between the elements of integral theory and public administrative theory, this study searched for patterns of commentary in integral theory and public administration sources. Specific case study examples were analyzed for the application of integral theory to public administration and the success or failure of those applications to support or deny the hypothesis.

The deconstruction of the thesis question into narrowly focused inquiries enabled the research to be targeted to specific sources to support or deny the hypothesis. This method was chosen to efficiently guide the research in a limited time-frame versus the alternative approach of analyzing a greater overview of public administration and integral

theory literature. This process of deconstructing the thesis question thus enabled a specific search for source material and subsequent analysis that fit within the limitations of this study. The process of deconstructing the thesis question is graphically displayed by the diagram on the following page.

Methodology for Research and Results

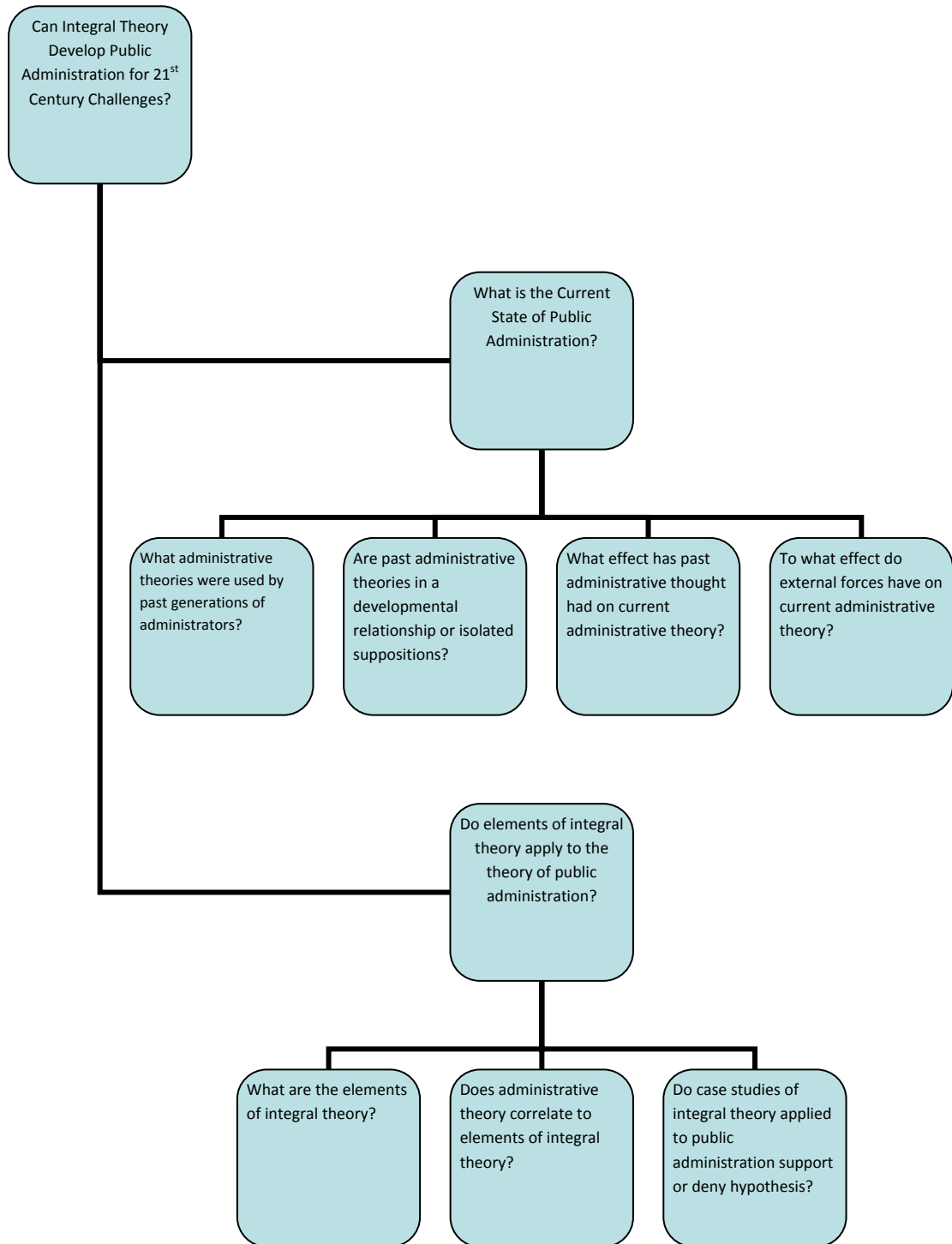


Figure 9: Methodology. From Jamin Stortz, 2009.

Chapter IV: Results

This chapter details the results of the inquiries initiated by the thesis question: ‘can integral theory develop public administration for twenty-first century challenges?’ These inquiries were designed in a study of the research hypothesis: ‘integral theory offers public administrators a framework to successfully overcome current administrative challenges by purposefully designing comprehensive structures and analytical techniques.’ The results of this chapter follow the methodology process outlined in the previous chapter and incorporate the theoretical framework of integral theory outlined in chapter I and the literature review of chapter II.

The current state of public administration is determined through an analysis of commentaries on public administration through the methodology of four basic inquiries: (1) determine administrative theories used by past generations of public administrators, (2) explore relationship of past administrative theories to one another, (3) determine the effect of past administrative thought on current administrative philosophy, and (4) search for external forces that may have an effect on current administrative theory.

Past Public Administrative Theories

Although not necessarily a stage of administrative thought, Woodrow Wilson’s 1887 essay, *The Study of Administration* marked the beginning of commentary on public administrative thought in America (Stillman, 2006, p. 18). While Wilson advocated for the study of public administration and not one specific theory over another, Wilson did suggest that public administration in the United States should be in line with the country’s democratic ideals. Stillman (2006) argued that the changing conditions of

American society, namely the increasing urbanization, migration and closing frontiers created the need for a professional civil service and study of administration (p. 18). Thus, the external forces in American society produced the creation of public administration and its study with a seminal beginning in Wilson's 1887 essay.

The first formulated attempt at administration, the POSDCORB method, first appeared in the 1926 work of Leonard White in *Introduction to the Study of Public Administration*. Again, the external forces of an increasingly complex American society gave birth to the efficiency-driven 'military-model' of the POSDCORB method (Stillman, 2006, p. 20). This period of public administration is marked by the drastically expanded federal government during the New Deal era of the Great Depression and later during the war effort of World War II. During a time that required massive mobilization of administrative capacities, Stillman notes that the POSDCORB method enabled "the field to begin, grow, and even flourish in national prominence in a manner that it never quite achieved since" (p. 20). Thus POSDCORB represents the first theory of public administration as practiced and studied in America.

Following World War II, public administration underwent another dramatic change as the discipline incorporated many recent advances in the social sciences of economics, politics, psychology and business. The United States emerged as a superpower during the post-war years and American society saw a corresponding increase in the role of the federal government (Stillman, 2006, p. 21). This post-war era marks the second major theory of administration in what Stillman calls the "Social Science Heterodoxy." This period in administration practice and study is marked by a

general rejection of the POSDCORB method as unscientific and an embrace of the social sciences in an attempt to produce a science of public administration.

The incorporation of the social sciences into the practice of public administration brought a greater depth and variance in the pursuit of more rational, realistic and scientific studies. Stillman noted many administrators of this period pursued economy, efficiency and effectiveness but also found the practice of administration “less certain, more problematic and relative” (Stillman, 2006, p. 22). The post-war years of the social science heterodoxy era of public administration represent a field of growing complexity when compared to the previous ‘Newtonian-like’ process of POSDOCORB.

The next era of public administrative thought, the Reassertion of Democratic Idealism, represented a new generation’s ideals of democratic inclusion in governance and a general rejection of the past systems of administration as inefficient and rigidly hierarchical (Stillman, 2006, p. 23). During the sixties through the eighties, this era broke from the scientific rigor that marked the previous era in favor of greater democratic participation in government at the expense of less efficiency. Within this context, a general fear of bureaucracy produced greater emphasis on ethics and the law within administration. The inclusion of these new dominant values within administration produced a fragmented discipline with several new subfields and a divide between the theoretical study and the actual practice of administration.

These three movements, POSDCORB, Social Science Heterodoxy and the Reassertion of Democratic Idealism are the three major eras of administrative thought produced after Wilson’s essay to the current state of administration which Stillman called

the “Refounding Movement” (Stillman, 2006, p. 24). Each of these eras in administrative theory correlates to general periods in American history with POSDCORB dominating the pre-war and wartime periods, Social Science Heterodoxy following World War II, and the Reassertion of Democratic Idealism beginning with the 1960’s. The table below is produced to show the relationship of the changing theory of public administration beginning and the corresponding historical context:

Era of Public Administration	Time Period	Characteristics of the Era	Historical Context
Wilson’s Essay	1887	Call for a study of administration; administration separate from politics.	Industrial Revolution
POSDCORB	1920’s – 1940’s	Rational process of administration to produce systems of economy and efficiency – a ‘military’ model.	Great Depression and WWII; expansion of government under the New Deal and World War II industrial production.
Social Science Heterodoxy	1940’s – 1960’s	The inclusion of social sciences to produce a science of public administration: economy, efficiency AND effectiveness.	Post World War II, beginning of Cold War, America assumes superpower role; increase in size of government.
Reassertion of Democratic Idealism	1960’s – 1980’s	Increased democratic participation in government; produced several subfields and techniques, gap between theory and practice.	Dramatic social change of the 1960’s, President Johnson’s Great Society Programs

Figure 10: The historical context of public administration. From Jamin Stortz, 2009.

Relationship of Past Administrative Theories

The relationship of these distinct eras of public administration to one another can be explored as proponents of one theory often commented on the characteristics of previous models of administration. Most often, succeeding generations of administrators created new methods or philosophies of administration in an attempt to address the perceived shortcomings of earlier models. Thus, the links from one theory to the next are as much an assessment of past theory as they are an attempt to solve the emergent issues of their time.

For example, POSDCORB was the first formulated attempt at administration over the informal practices of previous administrators. As a process of producing 'good' administration through systematic steps, the POSDCORB method represents an acknowledgement of the need for a formal structure of administration. The next generation of administrators of the Social Science Heterodoxy era rejected the POSDCORB process as too simplistic or 'Newtonian' in approach and sought to include advances in the social sciences. During this era of administration the POSDCORB process was not completely rejected, but rather became one theory among many (Stillman, 2006, p. 21). This scientific and rational approach to administration created multiple models of governance and represented a theory of administration that grew in complexity.

The quest for economy, efficiency and effectiveness of the previous eras in administration did not always produce the intended results, rather, as Stillman observes, public administration became much more relative (Stillman, 2006, p. 22). Succeeding the

era of Social Science Heterodoxy, a new generation rejected the older hierarchy models of efficiency and sought increased participation in government as the era of Reassertion of Democratic Idealism. While this era did not completely reject hierarchies, the emphasis on democratic inclusion came at the expense of institutional efficiency – a dominant value of the Social Science Heterodoxy.

The relationships of these eras to each other indicate that each successive theory built upon the previous theory through criticism and inclusion of new ideas. As successive generations of administrators sought to build upon previous theories, public administration indeed developed from Wilson's call for a study of administration, through formal processes, to inclusion of the social sciences and subsequently with an emphasis towards democratic inclusion. The development of public administration through these dominant theories is expressed on the timeline below:

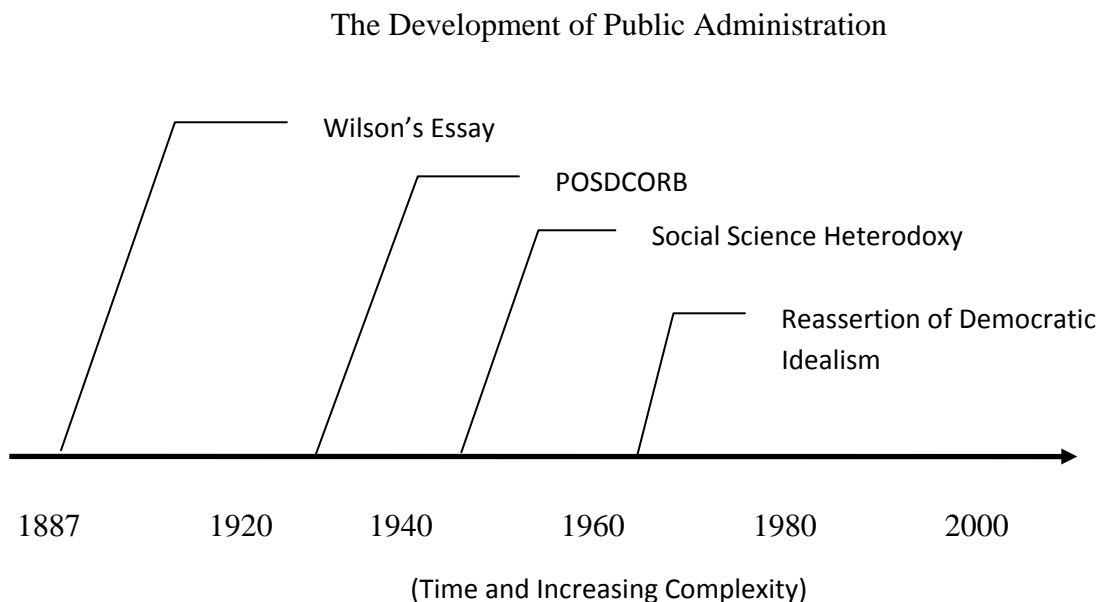


Figure 11: The development of public administration. From Jamin Stortz, 2009.

Current State of Public Administration

Stillman labeled the current state of administration that follows the era of Reassertion of Democratic Idealism as the “The Refounding Movement” characterized by a search for the discipline’s roots and very definition (Stillman, 2006, p. 24). In broad terms, this era is marked by a fundamental reassessment of the discipline and a search for new methodologies. A prominent example of this era is the ‘reinvention’ of government undertaken by the Clinton administration in the 1990’s as a way to address the bureaucratic problems of the federal government (p. 25). Each past era represents an attempt at constructing the best practice for administration under the needs of the time. While past administrative practices produce lessons for current administrators, each era of administration is profoundly affected by the requirements of the time and the state of current administration is no different.

Both Stillman and Thomas Freidman recognized 1989 as an important marker – the fall of the Berlin Wall and subsequent end of the Cold War – which marked the United States as the sole superpower and the beginning of a global surge in capitalism, world trade, and advances in information technology. The movement towards globalized markets produced dramatic shifts in previously isolated economies while information technology enabled the provision of services in cheaper labor markets driving competition and productivity (Freidman, 2007, p. 169).

Trends in globalization and technological advances affected the practice of public administration in new ways. The commentaries of Kettl (2002), McCurdy and Rosenbloom (2006), Hugh and Fox (2006) and Denhardt, J. and Denhardt R. (2006) all observe an accelerating pace of change brought about by globalization and subsequently

new administrative structures to meet emerging challenges. A common theme among these commentaries is the emergence of new horizontal networks between traditionally isolated or 'stove-piped' hierarchies. Kettl (2002) noted the important challenge of modern administrators as institutions retain traditional hierarchical structures is to collaborate in nonhierarchical networks (p. 120). McCurdy and Rosenbloom (2006) observed this shift as previous attempts at reform often came through structural change of hierarchies whereas modern administrators increasingly reform through the creation of horizontal networks (p. 208). Often, administrators are not equipped for this type of challenge.

Furthermore, third party service providers (the contracting of services), has shifted administration from the role of service provider to the role of contract management which requires a new set of administrative skills (Kettle, 2002, p. 52). Kettl, McCurdy and Rosenbloom agreed that these new forces in a globalized environment raise the issue of accountability (Kettle, 2002, p. 120; McCurdy & Rosenbloom, 2006, p. 208) as public institutions attempt to collaborate in new ways with services often contracted to private entities. Correspondingly, Light (1999) observed that modern administrators seldom stay within one bureaucracy and are much more mobile (p. 1). Such accelerating changes in administrative practices and a shifting workforce contribute to ever increasing demands on public institutions.

Wilber (2001) noted that these changes require new forms of governance that are capable of integrating systems across traditional hierarchical boundaries (p. 90). Taken together, current public administrative commentary paints a picture of modern administration existing in a globalized world where services at all levels of government

are increasingly contracted to third party providers in a search for economy and efficiency. The totality of these challenges require administrators to effectively find ways of collaborating and networking across institutional boundaries while maintaining clear channels of accountability.

Integral Theory and Public Administration

Upon analysis of public administrative theories and current demands of administration, an analysis of integral theory as a method for administrators to meet current demands will produce the findings necessary to support or deny the hypothesis. The elements of integral theory are quadrants, lines, levels, states and types which taken together create the integral map or AQAL (All Quadrants, All Lines, Levels States and Types) model. This study is principally concerned with the quadrant, line and level elements of integral theory. While states and types are no less important from the perspective of the integral map, the nuances of states and types that may exist within public administration would require deeper inquiry not provided by the confines of this research.

An Analysis of the Integral Map in Public Administration

To being an inquiry into the potential of integral theory applied to public administration, the research commentaries on public administration were analyzed for matched elements of the integral map. In general, the practice of public administration corresponds to the Lower-Right (LR) interobjective quadrant as an organizational system along with other social sciences such as economics, politics and business. Each successive era of administration represents a systems dominant perspective of organizing

hierarchies and producing systems of administration as each era attempted new methodologies of administration. Thus the developmental line of administration can be placed in the LR quadrant as follows:

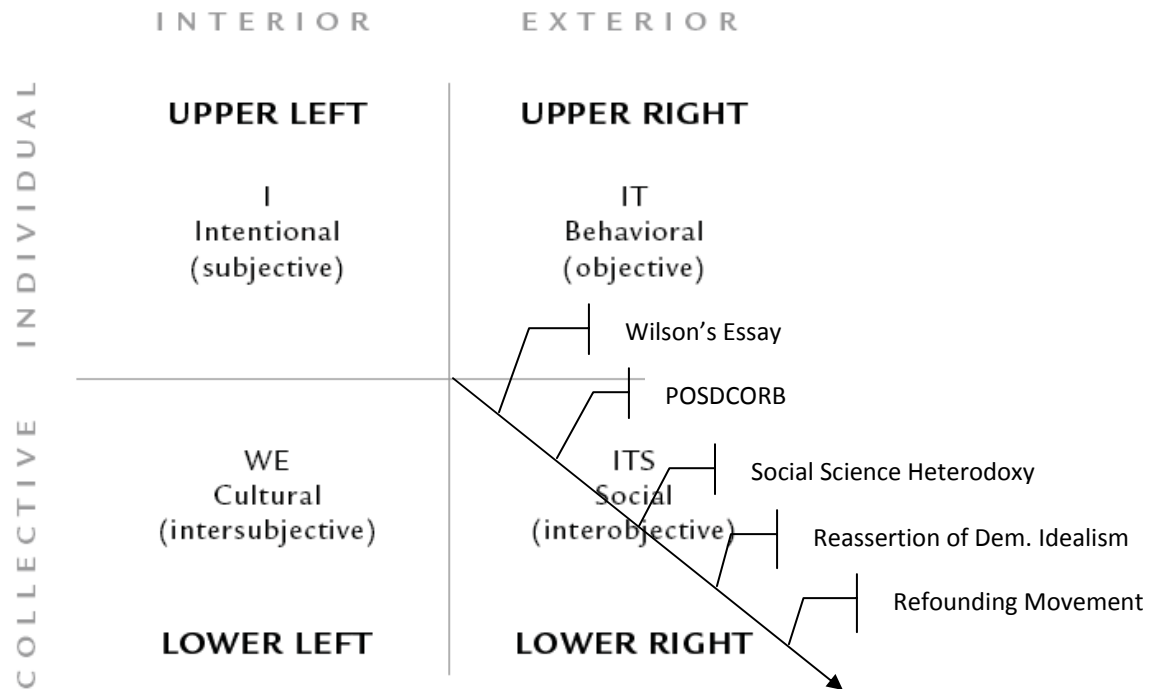


Figure 12: The development of public administration on the integral map. From Jamin Stortz, 2009.

As each era of administration corresponds to distinct historical eras, an analysis of the developmental line of administration can be overlaid on the integral map and aligned with historical developments. Wilber (2001) identified two levels of development (levels five and six respectively), that encapsulate the industrial and information ages (p. 70). These levels correspond to the development of American public administration beginning with Wilson's essay during the industrial revolution and continuing to the information age and globalization during the current Refounding Movement of public administration.

While the entire development of public administration in the United States may appear small in the larger developmental context of the integral map, the placement of the public administration developmental line in the LR quadrant enables cross comparisons with the other quadrants at corresponding levels. This relationship is reflected in the figure below:

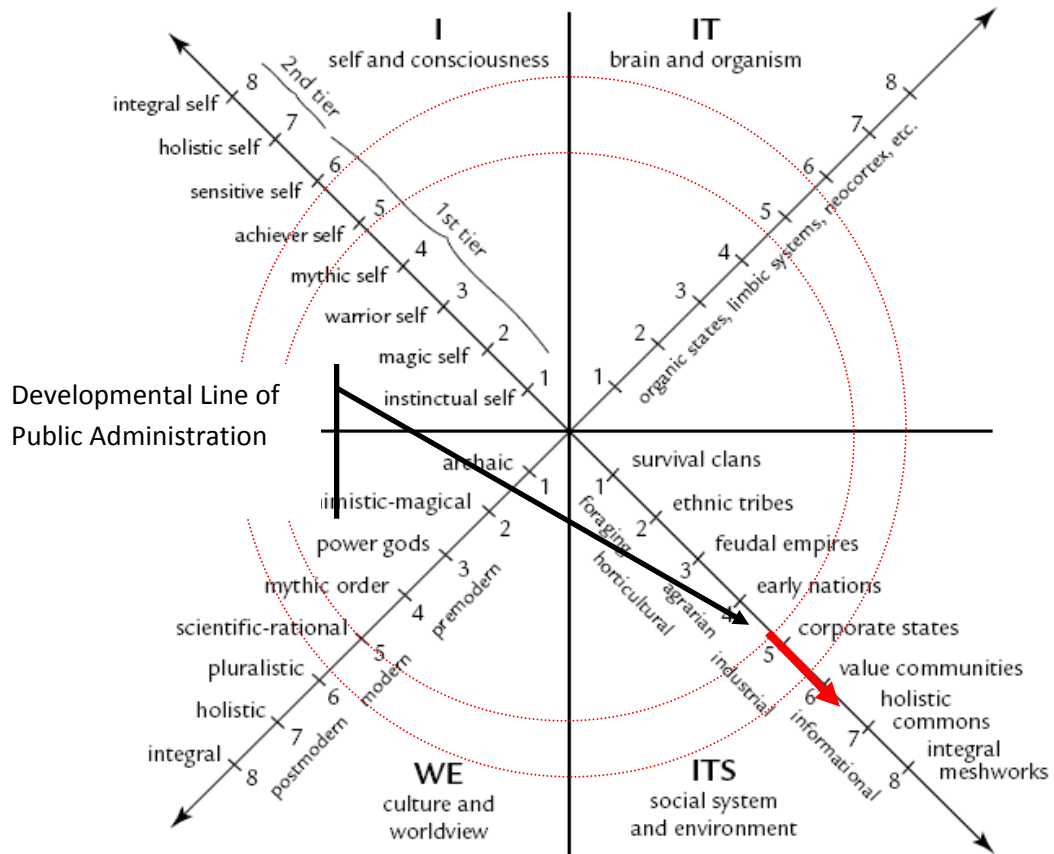


Figure 13: Public administration and cross-quadrant development. From Jamin Stortz, 2009, and “An Overview of Integral Theory,” by S. Esbjorn-Hargens, 2009, Integral Institute, Research Paper No. 1, p. 8.

For example, level five on the integral map equates to the development of the corporate state in the LR intersubjective quadrant with a scientific-rational world-view in the LL quadrant and the achiever self logic of the UL subjective quadrant. Next, level six

on the integral map progresses to the globalized information age and value communities in the LR interobjective quadrant with a pluralistic world view in the LL intersubjective quadrant and the sensitive self in the individual UL subjective quadrant. The integral map supposes that each quadrant is but one perspective of a whole aspect of reality and development unfolds in each quadrant with relationships between developmental lines in each of the quadrants. Therefore the placement of the public administration development line in the LR interobjective quadrant relates to development in the other quadrants.

A developmental analysis of public administration across the quadrants reveals that public administration began in America with Wilson's 1887 essay during the industrial revolution which corresponded to an emerging scientific-rational world-view of society and an emerging dominant achiever-self identity. As the POSDOCORB, Social Science Heterodoxy and Reassertion of Democratic Idealism eras occurred before the development of the information age, each of these eras of administration developed between development levels five and six. Therefore each of these eras of development represents increasing development of the scientific-rational world view and achiever-self identity. According to the integral map, it is not until the development of the information age that a new dominant pluralistic worldview and sensitive-self identity correspond to the development of administration during the Refounding Movement. Integral theory does not suppose that development in one quadrant progresses development in other quadrants, rather, development unfolds in all quadrants simultaneously. Thus development of increasing systems of complexity such as public administration in the LR quadrant unfolds as new world views emerge along with individual identities and any other developmental line in the quadrants.

When viewed through the integral map, the development of public administration is not an isolated discipline but rather highly interconnected to similarly developing lines in all four quadrants. The integral map then becomes a starting point for deeper inquiry into the relationship of public administration to multiple disciplines including psychology, sociology, economics, politics and many more. By matching administrative theories with the characteristics of their period to the developmental model, the complex relationship between public administration and other disciplines is revealed in the integral map. How to make sense of these complex relationships is no doubt a great challenge. Therefore this study researches some modern attempts at using the integral map to account for these complex relationships as an answer to the current challenges of public administration in a globalizing world.

Case Study Analyses of Integral Theory Applied to Public Administration

This study reviews two methods involving application of integral theory to the practice of public administration. First, the concept of meshworks, as created by Don Beck of Spiral Dynamics Integral, was selected for this study as a potential method in meeting the current administrative challenge of collaboration across hierarchical boundaries. Second, the Integral Vital Signs Monitor (IVSM), created by *Integral City* author Marilyn Hamilton, was selected as an example of a direct application of the integral map to public administration. Integral theory applied to governance is relatively new and few case studies exist. The two case studies in this study were selected as they address needs identified in the previous research and results: namely, the need for horizontal collaboration and the need to produce comprehensive analyses. Both of these case studies are reviewed in this study as a method for supporting or denying the

hypothesis as the success or failure of these attempts facilitate judgments regarding the validity of integral theory as a useful administrative theory.

Hamilton (2008) defined meshworking as “enabling hierarchies and self-organizing webs of relationships by aligning different capacities, function and locations so they can be of service to a purpose and to each other” (p. 222). The rationale of a meshwork is to foster collaboration across hierarchies where all participants are unified in a common purpose. Therefore the intent of a meshwork fits the critical need of modern administrators who increasingly must collaborate across traditional institutional boundaries to meet shared objectives.

The process of meshworking builds upon traditional collaborative methods, such as a network or workgroup, by emphasizing the unique capabilities of each participant while valuing group dynamics to foster an environment where each individual is motivated out of a common purpose. This process creates alignment between the group and individual as well as an individual’s intentions and behaviors. When viewed through the integral map, this is expressed as an alignment in shared values between the group (LL quadrant) and individuals (UL quadrant), as well as a personal alignment between an individual’s intent (UL quadrant) and behavior (UR quadrant). These alignments place great importance on the interpersonal relationships within a meshwork as group dynamics inform both individual intent and subsequent behaviors.

The Rosevale Meshwork of South Africa represents a potential application of a meshwork at the local government level. While the Rosevale Meshwork was created by an international aid organization, the Enrute Foundation, the meshwork process could be

replicated by any entity. The Rosevale Meshwork built a diverse coalition from the local community and identified several community needs. Each community need was aligned to six separate levels of development based on the Spiral Dynamics model of development used in integral theory. The secret of the meshwork's success was built on continuous mentoring and monitoring that ensured the sustainability of programs (Rice, 2009). The community itself identified specific projects within each level and was then free to choose which ones to participate in. Thus, the meshwork created sustainable development through the alignment of community values with each community members' own values. By identifying a broad base of needs according to developmental levels, the meshwork was able to generate numerous projects that served a whole spectrum of community needs, from basic food, health and social security to recreational, structural, entrepreneurial and cultural programs. The Rosevale Meshwork demonstrates that it is possible to organize and unify an entire community in a common purpose and foster extensive community involvement to create sustainable development.

The Millennium Development Goals meshworking initiatives further demonstrate that multiple international, national, local, public and private organizations on a massive scale can be unified in a common purpose to achieve a strategic objective. The Millennium Development Goal One project in Chile used the meshwork process to carefully select participants, identify a shared objective and the core pillars to meet those objectives. Next, conditions for success were identified for each pillar which created stories of success. This process of breaking down the shared objective into smaller goals that ultimately creates success stories builds a shared vision for success and the actions necessary to accomplish those goals. Each of these steps in the meshwork process

creates and strengthens a healthy group culture which then informs each participant's intent and actions. Therefore, the deliberate process of meshworking facilitates the development of a group culture that spans multiple agencies and builds an informal structure for accomplishment of a shared objective.

Analysis of IVSM

A second example of integral theory applied to the practice of public administration is the Integral Vital Signs Monitor (IVSM) created by Marilyn Hamilton in *Integral City*. The IVSM model uses the integral map to produce a metrics system that includes data from each quadrant perspective. The intent of any IVSM model is to produce as complete a view of an environment as possible, scalable to any level whether local or global (Hamilton, 2008, p. 238). Thus IVSM balances multiple aspects of an environment or community within a single model to provide decision makers with a complete view as possible.

Hamilton proposed the creation of an IVSM model to be done through the meshwork process whereby measurement indicators are chosen for each quadrant of the integral map. These indicators are divided into two groups, prehuman (all resources necessary for human life) and human (all systems created by humans). By relating the prehuman and human categories of indicators together, comparisons can be made between the environment that produces resources and the social systems that use resources. Thus, this method facilitates a comprehensive analysis of the sustainability of the environment and social systems (Hamilton, 2008, p. 254). The IVSM model recognizes and includes a broad scope of factors at play in a single space and brings

attention to the complex relationships that exist between multiple interconnected systems. Using new technologies like GIS (Geographic Information Systems) permits massive amounts of information collected in an IVSM model to be distilled through a virtual geographic space for easier interpretation. Thus, the IVSM model creates a holistic view of increasingly complicated and globalized institutions. While in a prototype stage, the IVSM model represents the potential application of the integral map to assist the analysis of complex, interconnected situations by public administrators.

Chapter V: Conclusion

This study researched the history, current state and requirements of modern public administration. Two emerging uses of integral theory into the practice of public administration – meshworking and the Integral Vital Signs Monitor (IVSM) - were subsequently analyzed as potential methodologies to meet modern administrative needs. Elements of the integral map were used throughout this study as part of the methodology to test the hypothesis that *integral theory offers public administrators a framework to successfully overcome current administrative challenges by purposefully designing comprehensive structures and analytical techniques.*

The first challenge of the research study was to determine the current state of public administration and the challenges that administrators must overcome in the practice of administration. This was determined through an analysis of the history of administration and commentary on the current state and external factors that affect public administration. This study finds that the practice of public administration in the United States has incrementally developed from relatively simple methodologies to ever increasingly complex theories and practices. Furthermore, each generation of administrators included new methodologies either by incorporating past practices or rejecting them in an attempt to overcome the shortcomings of past theory and meet the challenges of their time.

This study finds that each era of administrative theory corresponds to specific challenges of its day beginning with Woodrow Wilson's essay during the industrial revolution, POSDCORB during the Great Depression and World War II, the Social

Science Heterodoxy as the United States emerged as a superpower, the Reassertion of Democratic Idealism beginning with the social changes of the 1960's, and the current Refounding Movement beginning with the end of the Cold War and the onset of globalization. Furthermore, each successive era had the advantage of lessons from past administrative practices. Thus each successive generation of administrators has been able to learn from past theory to adapt and create new methodologies in response to continuous social changes. Similarly, today's administrators have decades of past administrative theory to adapt and learn from.

The developmental characteristic of administration places the developmental line of public administration in the LR interobjective quadrant which is home to social and organizational systems. The placement of the public administration line in the LR quadrant enables further inquiry in comparative studies of public administration to the development of other social systems such as politics, economics and business. Comparisons may also be made between the development of public administration and developments in the other quadrants such as cultural developments within society (the LL intersubjective quadrant).

This study finds that the current state of public administration is greatly affected by the external factors of globalization and information technology which has caused dramatic shifts in administrative practices and created new challenges. A principal shift is the increasing use of third-party providers, or contracted services to provide traditional public services. This shift has changed administration from a direct provider of services to a manager of contracted providers. Furthermore, administrators must increasingly collaborate to solve shared problems as never before. While the traditional

organizational hierarchies remain, administrators must increasingly work horizontally at all levels. Such shifts in administrative practices have raised the issue of accountability. The forces of globalization are felt at all levels of society and require administrators to effectively comprehend complex interconnected issues such as sustainability, economics and social programs. Therefore this study concludes that modern administrators must find new methods to successfully work horizontally across hierarchical boundaries.

In response to the need to collaborate horizontally across hierarchical boundaries, this study proposes the concept of meshworking as a potential solution. Uniting individuals around a shared purpose is a powerful component of meshworking that is useful in both community development (e.g. the Rosevale Meshwork) and interagency collaboration (the Millennium Development Goal Meshworks). The concept of meshworking is a process of creating a shared vision and then deconstructing that vision into manageable steps to achieve the desired goal. The advantage of a meshwork is the intentionally designed structure to align group dynamics with individual intention and subsequent actions. Thus a meshwork acknowledges the importance of the psychological aspects of collaboration and institutes a process to leverage the interior aspects of both the group and individual to produce the desired results. A meshwork uses the integral map to become a complete model of collaboration in order to move beyond the self-motivations of a network.

As public administrators are challenged to work across organizational boundaries and collaborate towards shared objectives, the formation of meshworks within a community, within a single institution and between multiple agencies may be an essential tool to develop groups beyond traditional boundaries. Meshworking may be scaled to

any level and thus can be used in a multitude of ways towards the accomplishment of both small and large scale goals. Examples may include meshworks that create comprehensive community development programs or multi-agency task forces that incorporate all levels of government towards the accomplishment of a specific shared objective.

The Integral Vital Signs Monitor (IVSM) model was reviewed in response to the need of administrators to comprehend increasingly complex, interconnected issues. The intent of an IVSM model is to use the integral map to produce an ongoing analysis of a community or organization that accounts for aspects found in all quadrants. An IVSM uses a meshwork to comprehensively select indicators from each quadrant on the integral map to create holistic monitoring of resources and human systems in order to reveal the complex relationships that exist between multiple aspects of society and the environment. Thus an IVSM model promotes sustainable practices by relating the whole environment to the whole of human systems. Furthermore, as an IVSM model incorporates indicators from all quadrants, the often unintended consequences of one policy may be revealed in relation to other indicators. Information technologies such as GIS (Geographic Information Systems) may be leveraged to display a complex IVSM model on a single visual display. While the IVSM concept is relatively new, this study concludes that a comprehensive attempt to include all aspects of the integral map into an analysis, such as the IVSM model, can produce comprehensive analyses of greater complexity. Principally, the IVSM model relates the multiple factors at play in any administrative system including resources and human systems to produce a whole-systems view. Such a

view is critically needed as administrators are challenged to find sustainable and efficient solutions using less resources and capital.

The thesis question of this study inquires into the potentiality of integral theory to develop public administration for the twenty-first century. In both meshworking and the IVSM model, multiple factors are considered to produce comprehensive analyses and methods of organization. It is important to note that this study does not produce a complete integral analysis of public administration which would include a deeper study of states and types present within administration. Furthermore, a complete integral analysis would explore the relationship of the development of public administration to the development of other social systems within in the LR interobjective quadrant as well as other developmental lines in the other quadrants. Such considerations may produce further insights into the nature of governance and administration. Additionally, an analysis that includes the development of other administrative systems throughout the world would produce greater detail. While the analysis of public administration in this study was limited in scope, the research finds agreement on the current state of administration within public administration commentaries as well as commentaries outside of the field.

This study was further limited in discussion of potential applications of integral theory to public administration. Examples of further inquiry may include integral theory applied to urban planning, public leadership, human resource management and sustainability. However, the case study examples of meshworking and the IVSM model point to the potential of integral theory to produce comprehensive frameworks and methodologies for administrators. Despite these limitations, this study concludes that

integral theory can be a useful tool for administrators and thus can develop the discipline for twenty-first century challenges.

Recommendations

A key lesson of this study is that in any given aspect of public administration, or any other discipline, there are numerous nuances at play within every subject or issue. The success of any government policy, program or leader is often the result of the ability of leadership to account for as many of these nuances as possible while still maintaining a big-picture view of the subject. Thus any method that incorporates more detail in an analysis is of use to public administrators. The integral map is one such method. This study concludes that any use of integral theory in public administration will only come after a thorough integral analysis of the discipline is produced within the academic field. Thus this study recommends further research into integral analyses of public administration and governance to include in-depth comparisons of the developmental model of administration to other social sciences, systems of administration throughout the world, and to other developmental models in the other quadrants.

In *Postmodern Public Administration*, Hugh and Fox (2006) call for a “coherent theoretical redescription” of public administration (p. 135). Additionally, Denhardt, J. and Denhardt, R. (2006) observe that administrative theories “facilitate or constrain, encourage or discourage” administrative actions (p. 191). In light of these commentaries, this study recommends a review of the curriculum within public administration to include methods of horizontal collaboration, such as meshworking. Today, a critical necessity in the modern administrative world is an integrative model that acknowledges the complex

relationships between multiple systems, cultures and individuals. The purpose of such a study is to produce future administrators with the analytical abilities to comprehend complex situations and make well-informed decisions. The ability to successfully collaborate across institutional boundaries, both public and private, is an essential development in the practice of public administration and a critical method in meeting the environmental, economic and social issues of the modern world.

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