

# Political and Administrative Considerations of The Other

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# Project Overview

- Exploration of the social construction of groups of “others” in American political and administrative discourse.
- Examine how policies impacting constructed others relate to the process of meaning creation around these various groups.
- Exploring strategies for framing future discourse around groups of people and their objective or subjective roles in U.S. or other societies.

# Challenges of the project

- Trends of PA:
  - Increasingly atheoretical
  - Lack of appreciation of role of history
- Trends in the social sciences
  - Increased marketization
  - Role of positivism

# 1992 – Project Seeded

**“Well...hellooo Mr. Wilson...”**



## **General Understanding**

President of Princeton (1902-  
1910)

Governor of NJ (1911-1913)

President of the United States  
(1913-1921)

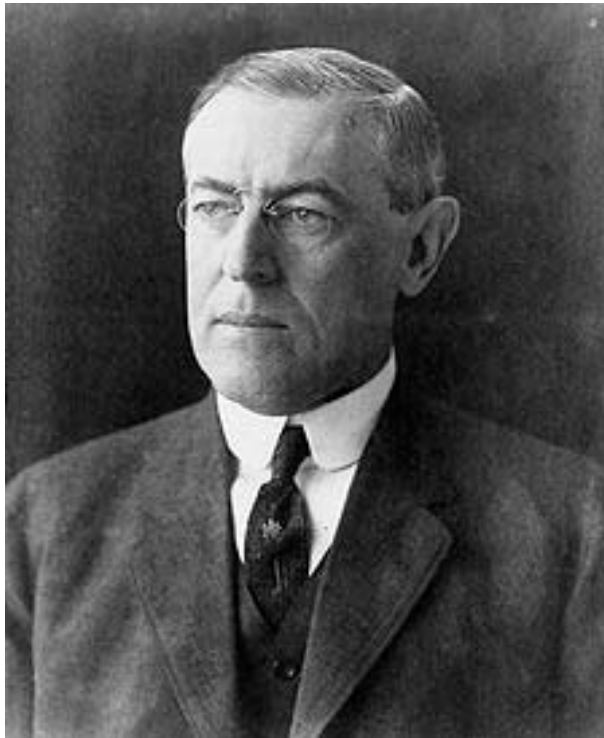
-Fourteen Points

-League of Nations

# Wilson in Public Administration

1887 Essay

“The Study of Administration”



It was becoming “more difficult to run a constitution than to frame one”

A founder of the field of American Public Administration

“The father of Public Administration”

# Wilson and Thomas Dixon

# Presentation Overview

- Theory underscoring project
- Case 1: The Other in the Progressive Era
- Case 2: The Second Northern Migration
- Case 3: Welfare Reform Era (mid 1990s)

# Archeology of Knowledge

- Key influencer: French historical philosopher Michel Foucault
  - Madness and Civilization (1961)
    - Study of the creation of Otherness during 1600s in Europe.
    - Vanishing lepersariums – 1657 – creation of the Hopitale General in France – institution for housing the “poor vagabonds, criminals and deranged minds” – creation of institutions in which to house The Other.

# Archeology of Knowledge

- Foucault (continued)
  - The Order of Things (1970)
    - Exploration of the processes through which scientific representations are created in a quest for a notion of The Same.
    - Focus on emergence of scientific classifications
    - “...whereas in the history of madness I was investigating the way in which a culture can determine in a massive, general form the difference that limits it, I am concerned with observing how a culture experiences the propinquity of things, how it establishes the tabula of their relationships and the order by which they must be considered. I am concerned, in short, with the history of resemblance.”

# Positionality of Knowledge

- Key Influencer: Literary and socio-political scholar Edward Said
- 1978 – Orientalism – concept of positionality – role that an elevated status might play in shaping views of a particular group. Relates to power – enables one to shape the perspective of what is Truth in a society.
- 1994 – concept of the intellectual – one who challenges notions of Truth in a society

# Sociology of Knowledge

- Key influencers: Schler, Mannheim, Schutz, Berger and Luckmann
  - Explorations of the socially embedded nature through which knowledge is created – inherited and socially embedded knowledge creation processes
  - Concept of the Lifeworld – province of reality that is both taken for granted and in which people continuously participate.

# Case 1: The Founding Era of Public Administration

- 1880s-1920s (framed by post-reconstruction, urbanization, scientific processes)
- Urbanization – immigration, industrialization
- Concerns about immigration:
  - For nearly two generations, great numbers of persons utterly unable to earn their living, by reason of one another from physical or mental disability, and others who were from widely different causes, unfit to be members of any decent community, were admitted to our ports without challenge or question...The question To-day is, not preventing the wards of our almshouses, our insane asylum, and out jails from being stuffed to repletion by new arrivals from Europe: but of protecting the American rates of wages, the American standard of living, and the quality of American citizenship from degradation through the tumultuous access of vast throngs of brutalized peasantry from countries of eastern and southern Europe.”  
-Francis Walker  
(Director of the 1880 Census)

- Jacob Riis
  - How The Other Half Lives
  - “...all attempts to make an effective Christian of John Chinaman will remain abortive in this generation: of the next I have if anything, less hope. Ages of senseless idolatry, a mere grub-worship, have left him without the essential qualities for appreciating the the gentle teachings of a faith whose motive and unselfish spirit are alike beyond his grasp. He lacks the handle of a strong faith in something, anything, however wrong, to catch him by.”

# Political/Administrative Response

- 1882 – Chinese Exclusion Act – suspends the inflow of Chinese laborers and designates anyone guilty of bringing a Chinese laborer into the U.S. as being guilty of a misdemeanor and punishable by a possible fine and imprisonment. “Whereas in the opinion of the Government of the United States the coming of Chinese laborers to this country endangers the good order of certain localities within the territory therefore.”
- 1896-1917 – increasing use of literacy tests
- 1906 – Dillingham Commission established – report released in 1911- pointed to a number of social ills that new immigrants caused.
- 1924 – National Quota Act – established entry quotas for groups of immigrants – limiting entry for those deemed less desirable.

# Case 2: The Second Northern Migration

- Why the migration:
  - Push Factors - Jim Crow Segregation policies, changing economy (more mechanization)
  - Pull Factors - image of greater racial civility, industrial base (provided appearance of more jobs).
- Housing Policies
  - 1949 Housing Act
    - Title I: Financed slum clearance under redevelopment programs
    - Title II: Increased authorization for Federal Housing Administration mortgage insurance -- enabled families (particularly white families) to move into suburban areas.
    - Title III: established housing goal for federal government - 800,000 new units between 1945 and 1955. Questions: questions of where would the housing be situated and who would live in it?

# Case 2: Continued - Chicago

- 1940s -- African-American population increased by 77%, 1950s by another 65 % (1940 - 278,000 -- 1960 - 813,000).
- 1948 - Illinois legislature gives Chicago City Council authority on construction sites.
- 1949 Housing Act - white neighborhood associations -- opposed numerous locations for the situating of housing.

# Chicago - continued

- 1950 - “Duffey-Lancaster” compromise reached regarding housing -- called for displacement of 12,000 families as part of slum clearance initiative. Only forty-seven new units to be added. Most of the families cleared were African-American.
- 1950s-1960s rapid emergence of urban concentrated public housing - Henry Horner Homes (1957), Stateway Gardens (1958), Cabrini Green (1962), Robert Taylor Homes (1962).
- Ultimately Chicago was able to separate thousands of Others -- in this case middle income and low-income African-Americans in segregated corners of the city.

# Case 3: Welfare Reform Era

- Why animosity toward the welfare recipient -- underscoring the 1996 Personal Responsibility and Work Reconciliation Act?
- History - 1935 Social Security Act
  - Labor Definition -- excluded 2 groups (agricultural workers and domestic servants)
  - AFDC - based on goal of enabling single mothers to stay at home and raise children.

# 1960's Tide Turns

- 1963 Byrd Hearings
- Urban civil unrest of 1960s
- 1970s further decline in support

# Media role

- Gilens - 4,388 images 1950-1992 (African-Americans average 57% of the images of poor people, while the African American population living in poverty was 29.3%.)
- Increase in 24 hour news channels in 1990s
- 1994 -- publications such as the Bell Curve
- Increase in conservative think tanks -- ie. Heritage

## Case 3:

- Framework for TANF (replacement for AFDC) -- note the “needy” in TANF.
- Eligibility of Supplemental Security Income -- outlines fraud protections and other protections -- focus on negative elements -- quasi “criminal assumptions”.

# Conclusions/Discussion:

- Returning to the three theoretical foundations:
  - Archeology of knowledge (Difference and Sameness)
  - Positionality of knowledge (Expert and Intellectual)
  - Sociology of knowledge (Meaning creation/socially embedded knowledge)